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1947

File No. 951

pp. 10695 - 10887

reference:-

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FO 371 / 61888

61888

1978

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E

E 10695 2

1947

PALESTINE

15 NOV

Registry
Number

E 10695/97/51

TELEGRAM FROM

U.K. Tel

No.

1000/51

Dated

3369

Received

in Registry

14/10/47

15

U.N. Commission on Palestine.
 After Palestine tel 2138 (E 10695/97/51)
 There is no sign here of possibility of local
 cooperation with United Nations body.

Last Paper.

10693

(Minutes)

References.

(Print.)

61888

(How disposed of.)

8. Mothesan. 60

M.I. 30.

M04

Admch

A.M.

Mar 17

(on E 10726)

(Action
completed.)

E 10719/11

(In 1947)

Next Paper.

E 10719

WL 24772/717 17305 10/38 F.O.P.

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Reference:-

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B.S. Denis
 Mr. 18

BABBS
 18.11

315

E

E 10695 2

1947

PALESTINE

15 NOV

Registry
Number

E 10695/957/51

TELEGRAM FROM

U.N. A.C.

No.

New York

Dated

3369

Received

in Registry

14/11/47

15

U.N. Commission on Palestine.
 After Palestine tel 2138 (12/10/47/51)
 There is no sign here of possibility of prob-
 cooperation with United Nations body.

Last Paper.

10693

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(Print.)

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A.M.

Mar 17

(on E 10726)

(Action
completed.)

10/11/47

(In 1947)

10/11/47

Next Paper.

E 10719

(Minutes.)

most
~~unimpaired~~ of the Palestine
 tel. under rope. was rather
 off the rails. We do not
 intend to go on administering
 Palestine with a U.N. Comman.
 in residence.

W.S. Davis
 Nov. 18

BABES
 18.11

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Cypher/OTP

3
E
FILES

FROM NEW YORK TO FOREIGN OFFICE

(From United Kingdom Delegation to the United Nations)

No. 3369

14th November, 1947

D. 3.00 p.m. 14th November, 1947

R. 8.27 p.m. 14th November, 1947

Repeated to Jerusalem and Saving to Washington.

IMMEDIATE

SECRET

Your telegram No. 3878.

Reference paragraph 4 of Jerusalem telegram to
Colonial Office No. 2138. *10660/2138*

There is no (repeat no) sign here of possibility of
Arab co-operation with United Nations body.

Foreign Office please pass to Jerusalem as my telegram
No. 185.

[Copy sent to Telegraph Section Colonial Office
for repetition to Jerusalem]

888

1	2	3	4	5	6

Reference:-

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4

INWARD TELEGRAM

Cypher (O.T.P.) TO THE SECRETARY OF STATE FOR THE COLONIES

FROM PALESTINE (Gen. Sir A. Cunningham)

D. 12th November, 1947.
R. 12th " " 14.55 hrs.

IMMEDIATE

No. 2138 Top Secret and Personal

Addressed to the S. of S.
Repeated to UKDEL No. 1546
(S. of S. please pass).

Your telegrams Nos. 2783 and 2785.

In my view we should not resist the appointment of United Nations Commission to whom we could transfer responsibility for administration, since, in the interests of the people of Palestine, we are anxious to avoid the chaos and worse that would arise in a vacuum. Our acceptance of the Commission could be based on this ground alone, and need not (corrupt group) our approval or otherwise of the plan for Partition.

2. I presume that, if such a Commission were appointed, they would arrive some months before the withdrawal of Palestine Government. I note that during this period this Government would be responsible for the maintenance of law and order. It would be necessary to prevent the Commission taking any action that would lead to a breach of the peace during this time, and such action would include any direct measures taken to implement Partition. Commission would thus be confined during this period to

(a) Planning for transfer of power, i.e., all Government services, assets and liabilities to the Commission at the date of withdrawal

(b) formation of Security Force.

3. I am under no illusion as to the uneasiness of the situation during the period of overlap, and the fullest importance of ensuring that personnel of the Commission are not already sold to either the Arabs or the Jews. I feel sure that amongst the supporters of Partition there must be still some who are regarded as non-partisan. It would be most dangerous to the peaceful implementation of any plan if men like Granados and Fabrigat (whom the Arabs know conducted themselves disgracefully when they were here) were sent as members. Surely this is the least we should be entitled to anticipate.

/4.

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Reference: -

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5. I assume that our object is still to withdraw, if possible without getting into conflict with either Arabs or Jews. I must confess, however, that if U.N.O. gets a two thirds majority for Partition, it seems unlikely that we will be able to avoid a clash in any circumstances. Should we accept the present proposals, we cannot avoid some Arab disorder, but I am informed that if a two thirds majority for Partition is not forthcoming, more particularly through action on our part such as abstention in voting or opposition to the plan, we must expect increased Jewish terrorism, especially if there is no increase in the immigration quota, when some Hagana action may be expected as well.

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reference:

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FO 371 / 61888

Reference:- **FO 371 / 61888**

Minutes.

I attach a paper by Mr Berth describing the working of the Palestine sub-committee, also New York telegram No. 3238.

I think we can now leave it to Sir A. Cadogan to decide how to carry out the instructions sent to him about making clear our inability to accept the American proposals.

As regards paragraph 3 of his telegram the main question whether we withdraw into a small area quickly is being discussed by the Defence Committee. The subsidiary question in 3(ii) will be dealt with in a paper on the details of handing over authority which is being prepared by the Official Committee for the next meeting of the Defence Committee. The plan described has some advantages though it would involve us in Arab accusations that we were defending the Jewish areas. These would be intensified if we allowed immigration into the Jewish areas.

Apart from these specific questions which we shall be better able to answer shortly, we have perhaps reached a moment at which it is useful to review our general line on Palestine to see whether we ought now to begin taking a more constructive attitude. Any attempt to do so would be directed either towards bringing the two parties together in the hope that there would then be less need to enforce a settlement or of giving some indication of the kind of settlement we should consider just enough and easy enough to enforce to justify our taking part in its implementation.

On the first question of bringing the two sides together, there are two main possibilities. One is the Nuri-Evatt idea of negotiations between Ibn Saud and the Americans which seems to be making some progress. We have expressed guarded approval of this to H.M. Missions in Arab countries but decided not to intervene more actively. Another possibility is that King Abdullah may get together with the Jews with a view to partition between Transjordan and a Jewish state. This is dealt with on other papers just submitted. A third possibility is that some compromise acceptable to both sides might emerge from the New York discussions. This has so far seemed extremely improbable but Mr. Beeley has told us in a letter that a unitary state compromise is gaining ground among the Delegates according to the Vice Chairman of Sub-Committee No. 2. The Americans have made some effort to secure consideration of modifications of the majority plan boundaries so as to make that plan more acceptable to the Arabs but there is no sign that they have taken any steps to secure limitation of Jewish immigration which would be another essential factor in modifying the majority plan to secure Arab acceptance. We have ourselves made some study of the possibility of compromise based on the majority plan without any fruitful result.

As regards the possibility of stating what sort of settlement we should be prepared to

participate/

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participate in, the first essential would presumably be to state our objections to partition with the idea that they would have to be overcome before we could participate. The main objections are

(a) a Jewish State would be regarded by the Zionists as a jumping-off place for further expansion in the Middle East (we could add to the Americans and other selected delegations that it seemed likely to us that a Jewish State would also be a centre of Communist penetration)

(b) however well the boundaries are drawn partition must leave considerable minorities in each State

(c) whatever may be written on paper, it is unlikely that economic unity of the two States would be effective.

Owing to the way in which the frontiers would have to be drawn to leave a kind of chequer-board pattern, the absence of economic unity would produce complete chaos.

There would not be much opposition to stating these criticisms if we could leave it at that, but the probability is that having gone so far we should be driven to state what plan we thought would overcome these difficulties. We could reply with something on the lines of the Secretary of State's earlier proposals (cantonisation) but if we did so we should then be back in exactly the position we have tried to avoid of putting a proposal of our own forward which was almost certain not to meet with approval on both sides. The whole proceedings would then resolve into criticism of our attitude.

Our representatives should clearly continue working behind the scenes in favour of compromise and realism but beyond this it does not seem that we should at present go even at the risk of seeming to take a mainly negative part. The best result would still be that the matter should be settled out of court by agreement between the two parties or failing this that the Assembly should make no definite recommendation whereupon we should withdraw giving the Arabs and Jews a last chance to agree and if they did not leaving a kind of de facto cantonisation in the process of our withdrawal.

BAB Summary
7th November, 1947.

The Week
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NOTHING TO BE WRITTEN IN THIS MARGIN.

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RELATIONS AS NOW
PALESTINE

The Ad Hoc Committee on Palestine set up by the General Assembly under the chairmanship of Mr. Evatt, the Australian representative, decided on October 22nd to set up three Sub-Committees as follows:-

- (a) To work out a plan on the basis of the UNSCOP Majority Plan proposal (together with the unanimous recommendations). This is now known as Sub-Committee 1.
- (b) To work out a plan on the basis of the Arab proposal for a unitary State. This is now known as Sub-Committee 2.
- (c) To explore the possibility of arriving at a settlement by conciliation. This Sub-Committee was to consist of the chairman, vice-chairman and rapporteur, with such other delegates as they thought it useful to consult.

The United Kingdom Delegation, which abstained from voting throughout these proceedings, declined to undertake membership of either Sub-Committee 1 or 2, but offered to sit with both in order to make available our knowledge and experience. Mr. John Martin of the Colonial Office has sat with Sub-Committee 1, and Mr. Harold Beeley, of the Foreign Office, with Sub-Committee 2.

Very little has been heard of the third Sub-Committee with the terms of reference stated under (c). It was evidently designed by the chairman to be a more informal body than the others, and it is possible that the scheme for direct negotiations between the Americans and the Arabs represented by King Ibn Saud was the work of this Sub-Committee; but this is not clear from the reports we have received.

Sub-Committees 1 and 2 have been in regular session since October 23rd on which date they were constituted with the following membership:-

Sub-Committee 1. Canada, Guatemala, South Africa,
U.S.S.R., Venezuela, Czechoslovakia, Poland,
United States, Uruguay.

Sub-Committee 2. The six Arab States, Afghanistan, Pakistan, Colombia.

The Colombian representative resigned from this Sub-Committee on October 28th, and was succeeded as chairman by the representative of Pakistan.

Sub-Committee 1 has inevitably been far the most publicised of the Sub-Committees, especially since it has been the scene of important statements of policy by both the Americans and the Russians. It began by adopting various proposals for procedure by the Guatemalan representative

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Reference: FO 371 / 61888					

to the effect that the Majority Plan should be examined in detail in the light of arrangements for implementation of the plan and for the transitional period. On October 28th the Jewish Agency representative, Shertok, was invited to make proposals for boundary modifications which amounted to a claim for the whole of Western Galilee. He put forward further claims on October 29th. After further discussions on boundaries, the U.S. representative launched the proposal which his Government had been hatching for some days on October 31st. Briefly, the plan was that two independent States should be set up by July 1st, 1948, by the mandatory power with the help of a United Nations Commission headed by a High Commissioner. The United Kingdom representative commented on this statement on November 1st in a deprecatory statement which we feel did not emphasize sufficiently the determination of H.M.G. not to be responsible for implementing any settlement not agreed by Jews and Arabs.

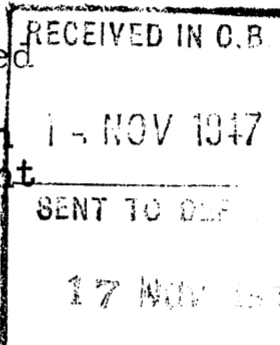
On November 3rd, the Soviet Delegate made a statement in Sub-Committee 1, recommending that the British mandate be abrogated as from January 1st, 1948, and British troops withdrawn as soon as possible, but in any case not later than three to four months after the abrogation of the mandate. During the ensuing transitional period of not less than a year before the independence of the Jewish and Arab States, Palestine would be administered by the United Nations in the person of the Security Council through a Special Commission composed of the representatives of the Member States of the Security Council, the seat of this Commission being in Palestine.

Sub-Committee 2 has been mainly concerned with legal questions regarding the transfer of authority which, since this Sub-Committee is working on the basis of a unitary State, would be made to a mixed Arab-Jewish authority. Work has been divided up between three groups responsible:-

- (a) for considering the resolutions dealing with displaced persons,
- (b) legal issues,
- (c) the plan for a unitary Palestinian State.

John Beith
[JOHN BEITH]

Foreign Office.
5th November, 1947.



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Reference: **FO 371 / 61888**

217

E

10724

PALESTINE

17 NOV

Registry
Number

TELEGRAM FROM

No.

Dated

Received
in Registry

10724/11
11 Nov
3368
14, Nov
17

Pol Ed. Unitary State
Rps 1011 3855 (107206/95/21) Rf Nov 8
surp prospect of compromise on basis of
unitary state emerging from present anomaly.
This was the message on spot that was passed on
during up suggestion reported in Nov 10
3018.

Last Paper.

10719

References.

(Print.)

(How disposed of.)

8, Matheson. 80
M-13a
M04/
Adm
Qm.
Nov 17
(on 10726)

(Action
completed.)

(Index.)

10725/11

1/4/68

Next Paper.

10725

Wt. 24772/717 17895 10/38 F.O.P.

(Minutes.)

Disappointing

J.S. Beard
Nov. 17
(BEITH)

BAB

17-11

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Reference:-

FO 371 / 61888

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10724 12
17 NOV

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Cypher/OTP

WORLD ORGANISATION
DISTRIBUTION.

FROM NEW YORK TO FOREIGN OFFICE.

(From United Kingdom Delegation to United Nations)

No. 3368. D. 3.13 p.m. 14th November, 1947.
14th November, 1947. R. 8.32 p.m. 14th November, 1947.

Repeated to Bagdad,
Cairo (please pass to B.M.E.O.),
Jedda,
Damascus,
Beirut,
Jerusalem,
Washington (Saving).

IMPORTANT.
GIANT.
SECRET.

Your telegram No. 3855 (repeating your telegram No. 493 to Amman).

Reference paragraph 8 of your telegram we see no (repeat no) prospect of compromise on lines of unitary state emerging from present assembly. There are also no signs as yet that Americans are taking up suggestion reported in my telegram No. 3018.

Foreign Office please pass to Bagdad, Cairo, Jedda, Damascus, Beirut and Jerusalem as my telegrams Nos. 6, 98, 6, 8, 5 and 184 respectively.

[Repeated to Bagdad, Cairo, Jedda, Damascus and Beirut and copy sent to Telegraph Section, Colonial Office for repetition to Jerusalem].

335



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Reference:-

FO 371 / 61888

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10724

12

17 NOV

[This telegram is of particular secrecy and should be retained by the authorised recipient and not passed on].

Cypher/OTP

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DISTRIBUTION.

FROM NEW YORK TO FOREIGN OFFICE.

(From United Kingdom Delegation to United Nations)

No. 3368.

D. 3.13 p.m. 14th November, 1947.

14th November, 1947. R. 8.32 p.m. 14th November, 1947.

Repeated to Bagdad,
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Damascus,
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Washington (Saving).

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GIANT.
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[Repeated to Bagdad, Cairo, Jedda, Damascus and Beirut and copy sent to Telegraph Section, Colonial Office for repetition to Jerusalem].

335

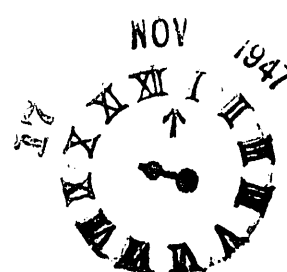
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Reference:-

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371 / 61888

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10/25

13

1947

PALESTINE

17 NOV

Registry
Number

TELEGRAM FROM

No.

Dated

Received
in Registry

E10725/957/21

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New York

3370

14 Nov

17

Last Paper.

10724

References.

(Print.)

(How disposed of.)

8, Abathinon. G. V.

M.1.39.

m104

Admiral

G.M. (on E10725)

Nov 17

(Action
completed.)

G.M. 19/11

(Index.)

11/11/48

Next Paper.

10726

Administration of Jerusalem
 Refer New York 61 2283 (E10517/957/21) when
 discussions of administration of Jerusalem were resumed
 Admiral explained that before he could redraft
 the UNSCOP proposals he must have a discussion
 with the national of the interested parties
 to be recommended.

(Minutes.)

See E10517 & minute.

This is one of the problems
 we can side-step, I think.
 The UNSCOP suggestion is the
 most reasonable and it has
 powerful advocates.

UN (Pol.) Sept.
 11/11/48

J.S. Beins
 Nov. 17

J.S.B.

18.11

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Reference:-

FO

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WORLD ORGANISATION DISTRIBUTION.

FROM NEW YORK TO FOREIGN OFFICE.

(From United Kingdom Delegation to United Nations).

No. 3370. D. Untimed. 14th November 1947.
14th November 1947. R. 6.23 a.m. 15th November 1947.

Repeated to: Jerusalem and
Washington Saving.

10725

17 NOV

GIANT.

My telegram No. 3283.

When discussion of administration of Jerusalem was resumed yesterday Lisicky explained that before he could redraft the UNSCOP proposals he must have a decision as to the nature of the international régime to be recommended. The delegates of the United States and Canada spoke convincingly in favour of the UNSCOP proposals and the delegate of South Africa associated himself with their view. In the course of his address the Canadian delegate stated that during his stay in Jerusalem he had heard only high praise of the manner in which the mandatory power had undertaken its duties in religious matters. Shertok repeated the Jewish Agency's claim for the Jewish enclave and received support from Prusczynski. This debate will probably continue today.

Foreign Office please pass to Jerusalem as my telegram No.186.

[Copy sent to Telegraph Section, Colonial Office, for repetition to Jerusalem.]

W:W:W:W:W

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Reference:-

F0 371/ 61888

319

1947

E

PALESTINE

10/26

15

17 NOV

Registry Number

810726/91/31

TELEGRAM FROM

U.K. D.O.

No.

New York

Dated

3371

Received in Registry

14 Nov 17

Arab Committee on Boundaries
 Re: May 11 3336 (E10633/91/31) Representation
 of Poland, U.S. and Czechoslovakia in favour
 of Jaffa / very eastward of Arab State and it was
 agreed to recommend accordingly, the exact limits
 to be defined by boundary commission which would
 be under general instruction to follow as far as
 possible the existing town planning, boundary except
 where they impinged upon areas of recent development
 in the south.

Last Paper.

10725

References.

(Minutes.)

The United States representative was quite out
 of order in suggesting that ~~any~~ Jewish State should
 have the port of Aqaba, no doubt at the instance of
 the American Zionists. We should point this out to
 Washington and New York. War Office and Colonial
 Office agree.

Draft tel. 5

J.G.S. Beith

(J.G.S. Beith)
 17th November 1947.

(Print.)

(How disposed of.)

~~###~~
 Mathewson 80.
 M.I.3
 M.O.
 Rofmly
 A.M.
 Nov 17
 9. Amman 192 Nov 19.
 Re Washington
 11882
 Nov 17
 P.T.O.

(Action completed.)

J.E.M. 19/11

(Index.)

1/11/48

Next Paper.

10727

Wt. 24772/717 17895 10/38 F.O.P.

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Rel, New York
Washington

17. Nov

Amman 39 Savig

~~S. Weatheren. Co~~
~~Wm. Leach. W.O.~~

✓ Nov. 19

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WORLD ORGANISATION DISTRIBUTION

FROM NEW YORK TO FOREIGN OFFICE

(From United Kingdom Delegation to United Nations)

No. 3371 D. Untimed November 14th, 1947
14th November, 1947 R. 6.24 a.m. November 15th, 1947

Repeated Jerusalem,
Washington,) Saving,

GIANT

My telegram No. 3336.

Discussion of boundaries in Palestine Sub-committee one continued on the 12th and 13th November.

2. Representatives of Poland, United States and Czechoslovakia spoke in favour of Jaffa being enclave of the Arab State and it was agreed to recommend accordingly, the exact limits to be defined by a boundary commission which would be under general instructions to follow as far as possible the existing town planning boundary except where this impinged upon areas of Jewish development in the south. No member of the sub-committee suggested that the town should be linked territorially with the Arab State.

3. In compensation for Western Galilee the Jewish Agency offered

- (A) Beersheba town and the area to the north east of the town, and
- (B) an area along the Egyptian frontier from Rafah to El Auja.

United States delegate at first stated that his Government could not approve the inclusion in the Jewish State of any part of U.N.S.C.O.P.'s western Galilee since this was the only area which offered any considerable scope for Arab development. He did not agree that land in southern Palestine would compensate the Arabs in any degree for loss in Galilee. He suggested there might however be a case for a slight adjustment of the U.N.S.C.O.P. line in the east in order to give the Jews some mountainous country for settlement but that, in examining the merits of any new line, consideration should be given to inclusion of Safad in the Arab State. He considered that any substantial reduction of Arab State in Western Galilee would seriously jeopardise the chance of a two-thirds majority for partition. Various alternative lines were then discussed, the Soviet delegate supporting that most favourable to the Jews. Finally, Herschel Johnson said that he had been convinced by arguments that Safad should remain in the Jewish State and agreed to a compromise proposed by the Jewish Agency by which the U.N.S.C.O.P. line would be adjusted so as to include in the Jewish State the whole of the villages of El Malikiya, Qadaita, Meirun, Es Samui, Farradiya and Kafr Inan and half the village lands of Saliha.

4. United States representative indicated that his delegation considered some adjustments in the Negeb to be necessary and that these should at least provide for inclusion of Beersheba town in the Arab State. In his opinion however the Jewish State should have the port of Agaba and access to it. No final proposals have yet been put forward by the United States delegation in regard to the Negeb, discussion of which is likely to continue today.

Foreign Office please pass to Jerusalem as my telegram No. 187.

[Copy sent to Telegraph Section Colonial Office for repetition to Jerusalem].

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Registry
No. E 10726/951/31

CYPHER

18

OUT FILE *Despatched 9/10/47* / M.

Draft.

(A)

IMPORTANT
TOP SECRET

Washington
Telegram.

No. 11882.....
(Date) Nov. 17/47.....

Repeat to :

U.K. Delegation,
New York

Cypher

Distribution:

Departmental No. 11.

RECEIVED IN O.R.

18/11/47

SECRET

NOTHING TO BE WRITTEN IN THIS MARGIN.

1 Dunlop

715

My telegram No. 3968 [A] to U.K.

Delegation New York [of 17/11/47:
Palestine]

Please take this point up with the
State Department. ~~In doing so you could~~
~~we are perturbed to note that~~
add that, not content with bringing the
~~Russians into the Mediterranean on the~~
~~Swish state in~~ *influence* *by means of a*
~~Palestine issue, they are now endeavouring~~ *U.S. Govt.*
~~to establish them also in the Red Sea.~~
apparently envisaging an extension
of this influence to the Red Sea.

you should impress on Mr Lovett
or Mr Henderson or both the
obvious extent to which
HERSCHEL Johnson's rash
Herschel Johnson's *statement about Agaba*
might cut right across
recent discussions in
Washington and urge them to take

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Reference:-

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NOTHING TO BE WRITTEN IN THIS MARGIN.

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OUT FILE

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E 10726/951/31
Cypher/OTP

DEPARTMENTAL NO. 1.

FROM FOREIGN OFFICE TO WASHINGTON.

No. 11882.

D. 9.50 p.m. 17th November, 1947.

17th November, 1947.

IMPORTANT.
TOP SECRET.

My telegram No. 3968 to United Kingdom Delegation
New York [of 17th November: Palestine].

Please take this point up informally with the
State Department. You should impress on Mr. Lovett
or Mr. Henderson or both the obvious extent to which
Herschel Johnson's rash statement about Agaba might
cut right across recent discussions in Washington
and urge them to take effective action to ensure that
proposal is withdrawn or at the very least goes no
further.

ZZZ

1	2	3	4	5	6
1	1	2	2	2	2

Reference:-

FO

371/

61888

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ZZZ

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Reference: -

FO 371 / 61888

No. E10720 MS. 131

Q 1951 (31) CYPHER F. C. 194

Despatched

$$M$$

Draft.

~~Top Secret.~~
~~Secret.~~
Confidential.
~~Restricted.~~
~~Open.~~

OUT FILE

IMPORTANT

CONFIDENTIAL

GIANT

U.K. Delegation
Telegram. New York

No. 3968

(Date) Nov: 17

Repeat to :-

Washington: by tele-
No. 4881. gram.

Jerusalem and Amman
via C.A. Saving No 39 SAV
SAV.

(with copy of Tel
under refce. to
Amman) Not to be
done by
Tel Secy.

En Clair.

Code.

~~Cypher~~. Cypher

Distribution : -

World Organisation

2 drafts.

CO. & WO Content

Copies to :-

Co (my Math is on)

wo (maj. Leask)

John J. Seint
Nov. 17

Your telegram No. 3371 [of November
14th: Palestine]

The port of Aqaba is entirely in Transjordan territory and there are no port installations on the Palestinian side of the Gulf. United Kingdom representative should point out that suggestion made by the United States' representative in paragraph 11 of your telegram under reference is quite unrealistic, since it refers to territory belonging to another state which is not available for the purpose of any Palestine settlement.

۱۵۷۲

17.11

NOTHING TO BE WRITTEN IN THIS MARGIN.

1	2	3	4	5	6
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Reference:

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61888

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OUT FILE

22

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E10726/951/31

Confidential.

Cypher/OTP

WORLD ORGANISATION DISTRIBUTION

FROM FOREIGN OFFICE TO NEW YORK.

(To United Kingdom Delegation to United Nations)

No. 3968

17th November 1947. D. 11.35 p.m. 17th November 1947

Repeated to Washington No. 11881.

Jerusalem Saving
Amman No. 59 Saving.

IMPORTANT.
CONFIDENTIAL.
GIANT.

Your telegram No. 3371 [of November 14th:
Palestine].

The port of Aqaba is entirely in Transjordan territory and there are no port installations on the Palestinian side of the Gulf. United Kingdom representative should point out that suggestion made by the United States' representative in paragraph 4 of your telegram under reference is quite unrealistic, since it refers to territory belonging to another state which is not available for the purpose of Palestine settlement.

V V V

1	2	3	4	5	6
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Reference:-

FO 371 / 61888

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E

PALESTINE

10727

17 NOV

23

Registry
Number

E10727/951/31

TELEGRAM FROM
U.K. Delegation,

No. New York.

Dated 3394

Received
in Registry

15 Nov.

17 Nov.

British Policy towards assets of Palestine Government—

U.S. Press

"Herald Tribune" carries despatch from Jerusalem outlining British intentions to charge Palestine 14,000,000 dollars to pay for handling of Jewish Immigration, to charge for cost of evacuating British administration, possibly to charge for property damage inflicted by terrorists and to leave some funds for authorities succeeding them. British also plan to sell land at Haifa to private buyers.
Addressed Jerusalem 188.

Last Paper.

10726

References.

(Print.)

(How disposed of.)

S) R. Radisson, P.O.

R.O. 4. W.O.

R. 1.3a. "

A. R.

Adly.

Nov.

(Action
completed.)

P. 10/16/1

(Index.)

P. 10/16/1

Next Paper.

10728

(Minutes.)

The Co. are dealing with this and have sent a tel. to N. York and Jerusalem after consulting our News Dept.

Please attach copy of Co. tel. JB Nov. 19

Int. P. b. O. W. to Palestine 2866 17/11
News Dept. 28/11
E. R. Dept. 27/11

JB Nov. 24

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Reference:-

FO 371 / 61888

En Clair

17 NOV WORLD ORGANISATION DISTRIBUTION

FROM NEW YORK TO JERUSALEM.

(From United Kingdom Delegation to United Nations)

No. 188 D. 8.7 p.m. 15th November 1947
15th November 1947 R. 1.30 a.m. 16th November 1947

Repeated to Foreign Office No. 3594
Washington Saving.

IMMEDIATE.
GIANT.

Today's Herald Tribune carries despatch from Jerusalem November 14th (Fitzhugh Turner) headlined "British plan to take assets of Palestine". According to this message our intentions are

(a) to charge Palestine - possibly the whole country but more probably the Jewish State alone - a sum of about 14,000,000 dollars to repay British for the cost of handling unauthorised Jewish immigration and of keeping illegal immigrants in the camps of Cyprus;

(b) to charge for the cost as yet unknown of evacuating the British administration and for those civil servants who may lose their jobs, Arab, Jewish and British;

(c) possibly to charge the Jewish State for property damage inflicted by terrorists. Property owners, principally Jews who have suffered losses from terrorist action, already have registered claims but it has not been decided whether they shall be paid while the British remain or whether the matter will be left to a succeeding Government;

(d) to insure that enough money will be on hand for these purposes and to leave at least some initial operating funds for Jewish, Arab or other authorities who will succeed them. The British also are planning immediate sale to private buyers of valuable state land on the waterfront at Haifa within the proposed Jewish State.

Foreign Office please pass Immediate to Jerusalem.

[Copy sent to Telegraph Section Colonial Office for repetition to Jerusalem].

V V V

1	2	3	4	5	6
1	2	3	4	5	6

Reference: FO 371 / 61888

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INDEXED

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OUTWARD TELEGRAM

75872/154/22

Cypher (O.T.P.)

TO PALESTINE (Gen. Sir A. Cunningham)

FROM S. OF S. COLONIES.

Sent 17th November, 1947. 20.15 hrs.

IMMEDIATE
No. 2866 Secret.

Addressed to High Commissioner Palestine.
Repeated to UKDEL New York.

My telegram No. 2855 repeating New York telegram to Foreign Office No. 3396. London comment on Herald Tribune story about Palestine assets. Foreign Office spokesman denied that there was any question of expropriating Palestine Government assets for benefit of His Majesty's Government in U.K. He said that when all commitments had been met there would more probably be a deficit to be made good by British Government. Pensions for servants of Palestine Government were a proper charge on that Government. Similarly cost of Cyprus camps was a charge on Palestine Government but cost of naval and military action to frustrate illegal immigration remained a charge on the British taxpayer.

2. Colonial Office spokesman commented that there were many claims already outstanding against budgetary surplus of £6,250,000 e.g. food subsidies and cost of living allowances. He confirmed that proportion of bearer bond proceeds had been invested in British Government stock as gilt-edged security for bond-holders. He made no repeat no comment on suggestion that state domain at Haifa was to be sold to private buyers.

3. It is noted from Reuter that similar comment has now been issued in Jerusalem. Meanwhile New York may find comment in paragraphs 1 and 2 above useful in meeting enquiries.

(Copies sent to Foreign Office for transmission to New York)

Copies sent to: -

Foreign Office (News Dept.) - Mr. Fellowes.
" " - Mr. J. G. S. Baith.

1 2 3 4 5 6

1 2

Reference: -

FO 371 / 61888

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10728

26

PALESTINE

17 NOV

1947

Registry
Number

E10728/951/31

TELEGRAM FROM:

D. K. Delegation,
New York.

No.

3395

Dated

Received
in Registry

15 Nov.

17 Nov.

Discussion in Sub-Committee One concerning
Financial Obligations

Sherok proposed addition of clause that
during period between appointment of U.N.
Commission and termination of mandate, any
concession the mandatory may intend to grant
or any measure it may contemplate involving
liquidation and disposal of assets of Palestine Govt.
should be negotiated with the Commission.

Last Paper.

10727

References.

E10727/951/31

(Minutes.)

See E10727

JD NW. 19

Re-I.P. P. L. 2175 19/11

K.B. 14

(Print.)

(How disposed of.)

8) Mr. Pattison, C.O.

M.I. 3a. U.O.

M.O. 4. "

A.M.

Adty.

(Action
completed.)

9/11/48

(Index)

9/11/48

Next Paper.

10729

Wt. 24772/717 17895 10/38 F.O.P.

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Reference:-

FO 371 / 61888

E 27

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Cypher/OTP

WORLD ORGANISATION DISTRIBUTION

FROM NEW YORK TO FOREIGN OFFICE

(From United Kingdom Delegation to United Nations)

No. 3395.

15th November 1947.

10728

8.28. p.m. 15th November 1947.

R. 2.30. a.m. 16th November 1947.

17 NOV

Repeated to Jerusalem,
Washington, Saving.

IMMEDIATE

GIANT

Following for Colonial Office.

The last subject under discussion at last night's meeting of sub-committee One concerned financial obligations for which provision is made in paragraph 3 of Chapter 3 of the declaration in Chapter VI of the U.N.S.C.O.P. report. The Guatemalan delegate proposed an amendment to that paragraph; the meeting was then adjourned and discussion postponed until this morning.

2. This morning's New York papers (P.M. and Herald Tribune) carry an account of the Palestine Government's intention to sell off the Haifa harbour estate, to invest in the United Kingdom the bearer bonds' balance and to devote the proceeds to expenses connected with illegal immigration and withdrawal. (See my telegram No. 188 to Jerusalem).

3. During the resumed discussion in Sub-Committee One this morning Shertok, with reference to that part of the paragraph on financial obligations which relates to concessions, proposed the addition of the following clause:-

"During the period between the appointment of the United Nations Commission and the termination of the mandate the mandatory shall negotiate with the Commission on any concession which it may intend to grant or any measure it may contemplate involving the liquidation and

/disposal

RECEIVED
17 NOV 1947

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Reference:-
FO 371 / 61888

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disposal of the assets of the Palestine Government including the accumulated Treasury surplus, the proceeds of bond issues, state lands, etc."

He added that the Jewish Agency felt that the Palestine Government should regard itself morally bound to comply with such a requirement as from the date on which the mandatory had first announced its determination to withdraw from Palestine and that the agency would welcome any immediate action which might be taken by the United Nations to bring pressure to bear on the Palestine Government to refrain from exercising its present unfettered discretion in this matter.

4. Weizmann spoke today to Martin on this matter and expressed grave concern in regard to the Palestine Government's reported intentions; he pointed out the public effect in America and elsewhere of such reports, which the press would no doubt represent as the pillaging by Great Britain of the rightful assets of the future Arab and Jewish States.

5. It is unnecessary to emphasize unfortunate effect on delegations here of any appearance of removal of assets from Palestine to the United Kingdom for our own benefit and it appears desirable that a very early official statement should be made both at Lake Success and in London clarifying the position and the intentions of the Palestine Government.

Foreign Office please pass to Jerusalem as my telegram
No. 189.

[Copy sent to Telegraph Section Colonial Office for repetition to Jerusalem.]

● ● ● ● ● ● ● ●

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INDEXED

10728 951 11

D. 17th November, 1947.
R. 17th " " 13.10 hrs.

No. 2175

Addressed to the S. of S.
Repeated to Washington, No. 262.
" " UKDEL New York, No. 1582.
(S. of S. please pass).

Your telegram No. 2856 repeating New York telegram to Foreign Office No. 3395.

Financial obligations

Following is text of statement which will be published in Palestine today as official Communiqué. Begins:-

Recent reports in press have commented on the alleged intention of the Palestine Government with regard to disposal of its assets. To remove any possible doubt it is considered desirable to publish following statement:-

"There can be no question of transferring the assets of Palestine Government to His Majesty's Government in the U.K. for their benefit. It may be expected that these assets would be transferred whatever authority assumes the Palestine Government liabilities.

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Reference: -

FO 371 / 61888

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2. With regard to the Haifa Harbour Estate, the Palestine Government has decided to realise this asset for the purpose of relieving the budgetary situation, and present market conditions appear to justify this action.

3. The decision to invest in U.K. the balance of bearer bond issues is designed primarily to secure the interests of bond holders, and is in accordance with provisions of Ordinances under which these bonds were issued. Ends.

* Correction received 18th November.

(Copies sent to Foreign Office for retransmission to UNRWA, New York)

Copies sent to:-

Foreign Office	-	Mr. Burrows
"	-	Mr. Beith
"	-	Mr. Garvan
Treasury	-	Lt.Col. Russell-Edmonds
"	-	Mr. H.R. Apperley

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Reference:-

FO 371 / 61888

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E

10729

31

17 NOV

PALESTINE

1947

Registry Number

10729/11/11

TELEGRAM FROM

U.K. Airtel

No.

New York

Dated

3397

Received in Registry

13.11.47

14

Alister 11/11/47 Policy.
Transmitted message of Harold Wilson on 11/11/47
Re: British in Palestine, under today's headline
"Intimate cooperation" - dated Nov 15.

Last Paper.

10728

References.

(Print.)

(How disposed of.)

8. Noathian
M.L. 3a

1104

Admiral

9.11

Nov. 17

(Minutes.)
We have lost an advocate in the
Herald Tribune; but the
suggestions in para. 2 of
this report for relieving us
of embarrassment vis-a-vis
the Arabs are quite unrealistic.

News Dept.
Infn. Policy Dept. 24/11
H.S. Deans
Nov. 17

ABJ
The "obscure" seem to be in
the eye of the beholder. (House)
(P. Fellows) 24/11

Yes JBMV. 27

(Action completed.)

10/11/47

(Index)

11/11/47

Next Paper.

10731

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Reference: FO 371 / 61888

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10731

33

1947

PALESTINE

17 NOV

Registry
Number

E10731/957/31

TELEGRAM FROM

No.

Dated

Received

in Registry

M. Bando

Dawson

5/11

17 Nov

17

Pol. tel. from by Agam Mada.
Agam Mada called and asked if he could make
following points: Arab State was getting worse
and as a result for the first time as noted
in our last meeting a Union of Arab States strength
under an Arab State Government. The Arab League
has decided to support of the Arab League.
They agreed that a total regular force would be
established in the area.

Last Paper.

10729

References.

(Print.)

(How disposed of.)

W. Bando
M. J. Pa
M104
Adm. by
G. M.
(on E10729) 11/17

P.T.O.

(Action
completed.)

J. L. 15/12

(Index.)

11/11/11

Next Paper.

E10731

10732

Wt. 24772/717 17395 10/38 F.O.P.

(Minutes.)

Azzam has said most of this
to a number of other British
officials.

Egyptian Dept.
(with E10771)

Dr. Deir
Nov. 19

See within: Amendment dated 17/11.

Bagdad tel. 1150 A. of 21/11.

Now see separate minute

4/12

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Reference:-

FO 371 / 61888

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17 NOV

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10735

D. 4.34 p.m. 14th November, 1947.
R. 7.00 p.m. 14th November, 1947.

R. 7.00 p.m. 14th November, 1947.

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FO 371 / 61888

/Nations

/Nations

Nations would not implement partition; Arabs would accept [? grp. omd] in order to avoid terrible chaos and bloodshed which would follow no agreed solution and consequent British withdrawal.

4. With regard to the future of Palestine his idea was that whether a Palestinian Government was set up by agreement in a unitary State or an Arab-Jewish interim Government was set up as a result of Arab occupation the people of Palestine, Arabs and Jews alike, should decide, by means of a plebiscite or of a Constituent Assembly the form of Government they should have; they should be free to choose between a Monarchy or Republic, independence or integration with [grps. undec.]. On such terms he believed moderate Jews would be willing to co-operate in destroying Zionist Terrorist Organisations which would be the only real threat to the stability of the country.

5. When speaking about the Arab Higher Command Azzam Pasha said that as result of its formation there was no longer the necessity for His Majesty's Government to sign any treaty of defence with Egypt or with any other Arab States, since the existing treaties between His Majesty's Government and the Governments of Iraq and Trans-Jordan would now link us directly with the defence problems of all of the Arab States, who would in due course find that it was in their own interests to sign individual defence treaties with His Majesty's Government.

6. Azzam Pasha said he would be discussing these matters with the Syrians and with Riyadh Solh during the next few days and would then fly to Jeddah; he hoped to see Ibn Saud on November 17th. He is meeting Farooz Khan Noon tomorrow.

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Reference: **FO 371 / 61888**

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- 2 -

one final effort to [gp. undec: ?reach] agreement between Arabs and Jews for a unitary State on lines of the Morrison plan perhaps with minor modifications. He felt that such an attempt might succeed once the Jews were finally convinced that United Nations would not implement partition; Arabs would accept [?gp. undec.] in order to avoid terrible chaos and bloodshed which would follow no agreed solution and consequent British withdrawal.

4. With regard to the future of Palestine his idea was that whether a Palestinian Government was set up by agreement in a unitary State or an Arab-Jewish interim Government was set up as a result of Arab occupation the people of Palestine, Arabs and Jews alike, should decide, by means of a plebiscite or of a Constituent Assembly the form of Government they should have; they should be free to choose between a Monarchy or Republic, independence or integration with [gps. undec.]. On such terms he believed moderate Jews would be willing to co-operate in destroying Zionist Terrorist Organisations which would be the only real threat to the stability of the country.

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6. Azzam Pasha said he would be discussing these matters with the Syrians and with Riyadh Solh during the next few days and would then fly to Jedda; he hoped to see Ibn Saud on November 17th. He is meeting Fareez Khan Noon to-morrow.

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E10731/957/21 37
F
B Nov. 19

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AND

AMENDED DISTRIBUTION (17/11/47).

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Cypher/OTP

CABINET DISTRIBUTION.

FROM DAMASCUS TO FOREIGN OFFICE.

Mr. Dundas.
No. 511.

D. 4.34 p.m. 14th November, 1947.

13th November, 1947. R. 7.00 p.m. 14th November, 1947.

Repeated to Bagdad, Cairo, Beirut, Jedda, Jerusalem,
New York (U.K. Del.), Amman, B.M.E.O. Cairo,
Commander-in-Chief Mediterranean - Saving.

Azzam Pasha called on me to-day on his return to Damascus from Amman and Bagdad. He seemed to be anxious to make the following points.

2. States in Arab [gp. undec: ?territory] were putting aside their individual disagreements to combine over Palestine and as a result for the first time an actual union had resulted, a Union of their armed strength under an Arab Higher Command. He had not visited Amman as reported in press to try to persuade King Abdullah to modify his treaty with us, the treaty had not been discussed even. He had however promised the King the financial support of the Arab League if events led to withdrawal of His Majesty's Government's subsidy and support for Arab legislation. It had been also agreed that a token regular force would be stationed in Transjordan in accordance with decision of recent meeting of Arab *Legion* in Beirut. Ibn Saud had insisted on sending a similar token force which would be stationed in either Egypt, the Suez Canal, or Transjordan as promised by Arab Higher Command.

3. The purpose of these troop movements was to convince the Jews that the Arab countries would, if necessary, fight for the possession of Palestine. If partition was decided upon by the United Nations and as a result (or if for any other reason) a Jewish State came into being the Arab armies would try to occupy the whole of Palestine in a few days. If they were prevented from doing this by His Majesty's Government or any other power imposing partition they would carry on guerilla warfare against the Jewish State. He himself felt, and Arab leaders to whom he had spoken earnestly hoped, partition would not receive the necessary majority; he strongly hinted we should use our influence to secure its rejection by the United Nations. In such an event he believed His Majesty's Government, as the friendly power, ought to make

one/

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CABINET DISTRIBUTION

FROM FOREIGN OFFICE TO BAGDAD NO. 1034.

BEIRUT NO. 714.

DAMASCUS NO. 583.

AMMAN NO. 504.

JEDDA NO. 475.

CAIRO NO. 2131.

B.M.E.O. NO. 822.

November 18th, 1947. D. 8.30.p.m. November 18th, 1947.

IMPORTANT.

CONFIDENTIAL.

Damascus telegram No. 511 to Foreign Office
[of November 13th: Arab League and Palestine.]

Have you any further information about creation
of Arab Higher Command reported by Azzam Pasha?
Do you consider that this makes any real difference
to the likelihood of concerted Arab action in
Palestine?

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Reference: -

FO 371 / 61888

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INDEXED 12731 951 / 31 .

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Cypher/OTP CABINET DISTRIBUTION.

FROM BAGDAD TO FOREIGN OFFICE.

Mr. Busk. D. 8.42 a.m. 22nd November, 1947.
No. 1150 A.
21st November, 1947. R. 9.32 a.m. 22nd November, 1947.

Repeated to Beirut, Damascus, Amman, Jeddah, Cairo.

SECRET.

Your telegram No. 1054.

I have no very definite information.

I am reporting fully by bag.

Beirut please pass to Damascus as my telegram No. 107, and Foreign Office to Amman as my telegram No. 78.

[Repeated to Amman]. 24 NOV

333

J. S. Beirut
NOV. 25

LS 25/11



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Reference:-

FO 371 / 61888

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1947

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17 NOV

PALESTINE

Registry
Number

E10732/951/31

TELEGRAM FROM

No.

M. Alunel
Damascus

Dated

5/14

Received

in Registry

14/1/47

17

Last Paper.

10731

References.

(Print.)

(How disposed of.)

8, 10-10-60.

M.1.34.

M.4

Adm. by

D.M.

Nov 19

(on E10731)

P.T.O.

(Action
completed.)

4/1/47

(Index.)

1/9/47

Next Paper.

10740

11.11.47. Political Policy.
Agam Parta and Lyman P.M. at 11.11.47.
were prepared to clarify the following points.
If Parta was indeed upon by a third majority
of 1/4 N. and whether as next time a third majority
etc. would British troops in Palestine
between Arabs and Jews should fighting break
out at any time during period between announcement
of UN decision and British final withdrawal.

(Minutes.)

The answer to this appears to be
that we should only intervene if
fighting broke out in an area
which we were still administering.
If we had moved into enclaves
and fighting occurred outside
the enclaves we should not
stop it.

I suggest a draft reply

J. & Lewis
Nov. 18

Draft has been submitted
separately.

J. & Lewis

18.11

J. & Lewis 2170 17/11

J. & Lewis 3

Wt. 24772/717 17895 10/38 F.O.P.

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Reference:-

FO

371

61888

42

Tel) Damascus 587
19 Nov.

Rptd. Cairo 2138

Bagdad 1039

Beirut 716

Jedda 479

Jerusalem

Amman 506

O.K. Del.

New York 3995

B.P.E.O. Cairo 826

Cin C. Red.

Tel) Jedda 480
19 Nov.

Rptd.) Damascus 588

Beirut 717

Amman 507

Bagdad 1040

Cairo 2139

B.P.E.O. Cairo
827.

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Reference:-

FO 371 / 61888

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DEPARTMENTAL NO.1.

E
42

D. 10.10 a.m. 15th November, 1947.

R. 11.32 a.m. 15th November, 1947.

10732
17 NOV

Repeated to Cairo,
Bagdad,
Beirut,
Jedda,
Jerusalem,
New York (U.K. Delegation)
Amman,
Middle East Minister,
Commander-in-Chief Mediterranean.

SECRET.

Azzam Pasha and Syrian Prime Minister together asked me today whether His Majesty's Government were prepared to clarify the following point. If partition is decided upon by a two third majority at United Nations and whether or not Jews declare a Jewish State would British troops in Palestine intervene between Arabs and Jews should fighting break out at any time during period between the announcement of United Nations decision and our final evacuation.

2. They reiterate that the last thing they wanted was to find themselves in conflict with the British.

Foreign Office please pass to New York as my telegram No.9. Cairo please pass to MEMIN as my telegram No.36 Saving.

[Repeated to U.K. Delegation New York].

1999 2000 2001 2002 2003 2004

A circular postmark from New York, dated NOV 1941. The text "NEW YORK" is at the top, "NOV" is in the center, and "1941" is at the bottom. The numbers 1 through 12 are arranged around the perimeter, with "XII" at the top and "I" at the bottom.

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	1			2	
Reference: FO 371 / 61888					

FO 371 / 61888

E10732 / 951 71.
INWARD TELEGRAM

TO THE SECRETARY OF STATE FOR THE COLONIES

Cypher (C.T.P.)

FROM PALESTINE (Gen. Sir A. Cunningham)

D. 15th November, 1947

R. 15th " " 14.30 hrs.

No. 2170. Secret

Addressed to the S. of S.

Repeated to Damascus No. 1569.

" " Cairo No. 142.

" " Baghdad No. 81.

" " Beirut No. 1570.

" " Jedda No. 87.

" " UNDEL New York (S. of S. please
pass) No. 1571 and

Repeated by savingram to Amman No. 774.

Damascus telegram No. 514 to the Foreign Office

I hope it will be made quite clear to the Arab States that so long as British administration remains responsible for law and order in Palestine, British troops and police will certainly intervene in any fighting between Arabs and Jews.

(Copies sent to F.O. for retransmission to New York).

Copies sent to:-

Foreign Office - Mr. Beith.
" " - Mr. B.A.B. Burrows.

1	2	3	4	5	6
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Reference:-

FO 371 / 61888

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INWARD TELEGRAM

TO THE SECRETARY OF STATE FOR THE COLONIES

Cypher (C.T.P.)

FROM PALESTINE (Gen. Sir A. Cunningham)

D. 15th November, 1947

R. 15th " " 14.30 hrs.

No. 2170. Secret

Addressed to the S. of S.

Repeated to Damascus No. 1569.

" " Cairo No. 142.

" " Baghdad No. 81.

" " Beirut No. 1570.

" " Jedda No. 87.

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(Copies sent to F.O. for retransmission to New York).

Copies sent to:-

Foreign Office - Mr. Beith.
" " - Mr. B.A.B. Burrows.

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Reference:-

FO 371 / 61888

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Registry
No.

B. A. B. B.

Draft.
Jedda.

Telegram.

No. 480

Dated. Nov. 19

Repeat Damascus 588 ✓
Beirut 717 ✓
Amman 507 ✓
Bagdad 1040 ✓
Cairo 2139 ✓
BME O. Cairo 82 ✓

Cypher

Cabinet Dist.

CYPHER

November, 1947

Despatch

CONFIDENTIAL OUT FILE

My telegram No. 587 to Damascus

[of November 1947 : Arab intervention
in Palestine].

If you have an opportunity,

please speak to Azzam Pasha on lines
of my telegram under reference. If

you cannot see him, please telegraph

what you know of his movements, so that

another of H.M. Representatives can

take appropriate action.

NOTHING TO BE WRITTEN IN THIS MARGIN.

1	2	3	4	5	6

Reference:-

FO 371 / 61888

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47

Cypher/OTP CABINET DISTRIBUTION

No. 480

19th November, 1947.

Beirut No. 717.

Amman No. 507.

Bagdad No. 1040.

Cairo No. 2159.

B.M.E.O. Cairo No. 827.

My telegram No. 587 to Damascus [of November 19th: Arab intervention in Palestine].

THE

1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20	21	22	23	24	25	26	27	28	29	30	31	32	33	34	35	36	37	38	39	40	41	42	43	44	45	46	47	48	49	50	51	52	53	54	55	56	57	58	59	60	61	62	63	64	65	66	67	68	69	70	71	72	73	74	75	76	77	78	79	80	81	82	83	84	85	86	87	88	89	90	91	92	93	94	95	96	97	98	99	100
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NOTHING TO BE WRITTEN IN THIS MARGIN.

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Cypher/OTP CABINET DISTRIBUTION

No. 587
19th November, 1947.

Repeated to Cairo No. 2138
Bagdad No. 1039
Beirut No. 716
Jedda No. 497
Jerusalem No.
Amman No. 506
New York United Kingdom Delegation No. 3995
Cairo B.M.E.O. No. 826
Commander in Chief Mediterranean

Your telegram No. 514 [of 14th November: Arab intervention in Palestine.]

So long as we remain responsible for the administration of the whole of Palestine, we shall naturally have to maintain law and order throughout the country, and thus be obliged to resist by force any outside intervention from whatever quarter and any subversive movements within the country. The stage at which we should give up administrative responsibility over the whole or part of Palestine has not yet been decided. You should make it clear to the Syrian Government that, while the last thing we wish is to become involved in action against Arabs we should be absolutely bound to act on the above lines. We count on not making our task harder by intervention or by fostering trouble inside Palestine.

2. I am asking His Majesty's Minister at Jedda to make a communication in the above sense to Azzam Pasha, if he has the opportunity.

2 2 2

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1	2	3	4	5	6
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Reference:-					
FO 371 / 61888					

E

10740

57

1947

PALESTINE

17 NOV

Registry Number

E10740/951/31

TELEGRAM FROM

Mr. O. H. H. H.

No.

Amman

Dated

341

Received in Registry

15 Nov

17

Palestine, Arab Troop Movement.
After Agam left Beirout the Iraqi commander spoke to him on the phone and said he had been asked by Agam to ascertain whether Jordanian would admit a detachment of Saudi troops in the event of such being made ready for use in Palestine. Said said went on to say that detachments of Iraqi Army were now ready to move to Jordan, and asked whether they could be admitted in the Jordan Valley.

(Minutes.)

Last Paper.

10732

References.

this shows moderation on the part of King Abdullah

D. S. Beins

Nov. 17

L. B. L. Pym

17/11

10738

17.11

(Print.)

(How disposed of.)

8 M. H. H. H.

M. 1. 3a

M. 0. 4

Adm. H.

A. M.

Nov 17

(on E 10729)

(Action completed.)

L. E. M. 18/11

(Index)

18/11/48

Next Paper.

10742

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5
6

Reference:-

FO 371 / 61888

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DEPARTMENTAL NO. 1.

Sir A. Kirkbride.
No. 341.

D. 10.40. a.m. 15th November
1947.
R. 9.33. p.m. 15th November
1947.

R. 9.33. p.m. 15th November
1947.

Bagdad.
Jedda,
Beirut, Saving.
Cairo, "
Damascus. "
B.M.E.O. Cairo. Saving.
Jerusalem. "

10740

17 NOV

Palestine.

After Azzam had left Bagdad the Iraqi Minister spoke to Samir on the telephone and said he had been asked by Azzam to ascertain whether Trans-Jordan would admit a detachment of Saudi troops in the event of such being made ready for use in Palestine. The Iraqi Minister said that Azzam had forgotten to put the question when he was at Amman. Salih Jabr went on to say that detachments of the Iraqi Army were now ready to move to Trans-Jordan and asked whether they could be admitted immediately and sited in the Jordan valley.

2. Both The King and the Prime Minister here consulted me and said that my reaction against the proposals agreed with their own feelings. Salih Jabr was told that both moves would be premature and that he would be told when Trans-Jordan needed assistance. Samir declined to give reply about Saudi Arabia direct to Azzam. Salih Jabr then said he would try to visit Amman soon in order to discuss the whole position.

Foreign Office please pass to the United Kingdom Delegation New York Bagdad and Jedda as my telegrams Nos. 16, 64 and 64 respectively.

[Repeated to U.K. Delegation New York Bagdad and
Jedda.]

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rejection.

FO 371 / 61888

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53
F

Cypher/OTP

FROM AMMAN TO FOREIGN OFFICE

No. 341

15th November, 1947

D. 10.40 a.m. 15th November, 1947

R. 9.33 p.m. 15th November, 1947

Repeated to United Kingdom Delegation New York

Bagdad

Jedda

Beirut (Saving)

Cairo (Saying)

Damascus (Saving)

B.M.E.O. Cairo (Saving)

Jerusalem (Saving)

Palestine.

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Foreign Office please pass to the United Kingdom Delegation New York, Bagdad and Jedda as my telegrams Nos. 16, 64 and 64 respectively.

[Repeated to United Kingdom Delegation New York,
Bagdad and Jedda]

1	2	3	4	5	6
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Reference:-

FO 371 / 61888

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54

1947

PALESTINE

10742

17 NOV

Registry
Number

E10742/957/31

TELEGRAM FROM

No.

Dated

Received
in Registry

U.H. 101

New York

3425

16 Nov

17 -

Illegal Immigration
 from New York (11 3320 (E10742/957/31) attested
 will be dealt be cleared at which party
 the highest of 1411 - 1412. in the light of
 a high level case will be required - differing
 any references to 111 - our statement as 911 get
 from practice.

Last Paper.

10740

(Minutes.)

They were considered.



References.

(Print.)

(How disposed of.)

8

Hachman. BC.

F

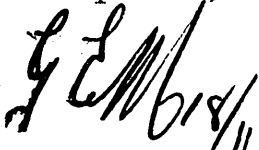
M. I. 3a

not

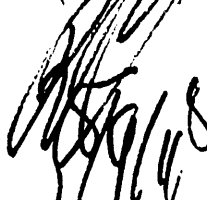
Admty

A.M.

✓ Nov 18

(Action
completed.)


(Index)



Next Paper.

E10747

Wt. 24772/717 17895 10/38 F.O.P.

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Reference:-

FO 371 / 61888

10742

17 NOV

Cypher/OTP

DEPARTMENTAL NO. 1

FROM NEW YORK TO FOREIGN OFFICE

(From United Kingdom Delegation to the United Nations)

No. 3405

D. 11.20 p.m. 16th November, 1947.

16th November, 1947.

R. 6.15 a.m. 17th November, 1947.

Repeated to Washington Saving

IMMEDIATE

SECRET

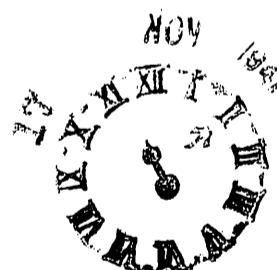
Following for Higham Colonial Office from Martin.

My telegram No. 3320.

Attention will no doubt be drawn at your working party on Monday to Washington telegrams Nos. 6451 and 6452, in the light of which special care will be required in drafting any references to United Kingdom in our statements on illegal immigration.

[Copies sent to Colonial Office for Mr Highman]

B B B B



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Reference:-

FO 371 / 61888

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227

E

56

E 10747

PALESTINE

17 NOV

Registry
Number

E10747/951/31

TELEGRAM FROM

New York.

No.

3396

Dated

15 Nov.

Received
in Registry

17 Nov.

British Attitude towards assets of
Palestine Government.

Refers New York tel. 3395 of 15 Nov.
(E10728/951/31).

Reuters have received report from London
that Foreign Office denied that Britain plans
to take over financial surplus in Palestine to
pay costs of evacuation and combatting
Jewish Immigration.

Last Paper.

10742.

References.

(Print.)

(How disposed of.)

8) Mr. MacKieson, P.O.

P.I. 3a. W.O.

14.0.4. "

A.M.

Adly.

(Action
completed.)

1/16/48

(Index)

1/19/48

Next Paper.

10748

(Minutes.)

See E 10727

15 Nov. 19

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4
5
6

Reference:-

FO 321 / 61888

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E 37

WORLD ORGANISATION

DISTRIBUTION

FROM NEW YORK TO FOREIGN OFFICE

No: 3396

D. 8.50.p.m.15th November 1947

15th November 1947

R. 2.42.a.m.16th November 1947

Repeated to Palestine
Washington, Saving

IMMEDIATE

Giant.

Following for Colonial Office. 17 NOV

My telegram No: 3395.

Reuter's have received report from London stating that Foreign Office denied today that Britain plans to take over any financial surplus in Palestine before leaving to pay costs of evacuation and combatting unauthorized Jewish immigration. "Not only is there no such plan but there is no such intention" a Foreign Office spokesman told reporters.

Foreign Office please pass to Jerusalem as
my telegram No: 190.

[Copy sent to Telegraph Section Colonial Office
for repetition to Jerusalem].

X:X:X:

1 2 3 4 5 6

1 2

Reference:-

FO 371 / 61888

E

10748

58

1947

PALESTINE

17 NOV

Registry
Number

E10748/957/31

TELEGRAM FROM

U.K. Del

No.

New York

Dated

3406

Received

in Registry

16 Nov

17 -

Palestine, Implementation.

Immediately following the original draft
now before Working Group on implementation
containing suggested revision of Section A &
B of Part I. of Majority recommendations
of U.N.S.C.O.P. few words on same.

Last Paper.

10747.

(Minutes.)

See E10777

JB MV. 20

References.

(Print.)

(How disposed of.)

8, MacKinnon. C O

M-1-3 a

M-1-4

Admty

A m

Nov. 18

(under E10742.)

(Action
completed.)Do
Galt 10/11

(Index.)



Next Paper.

E10754

Wt. 24772/717 17895 10/38 F.O.P.

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Reference:-

FO 371 / 61888

59
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Cypher OTP WORLD ORGANISATION DISTRIBUTION.

FROM NEW YORK TO FOREIGN OFFICE

(From United Kingdom Delegation to United Nations)

No. 3406 D. 11.28 p.m. 16th November 1947.

16th November 1947. R. 5.50 a.m. 17th November 1947.

Repeated to Washington (Saving)

IMMEDIATE
SECRET
GIANT

Palestine.

My immediately following telegram contains draft new before Working Group on implementation containing suggested revisions of Sections A and B of Part I of [grp.undec.? majority] recommendations of U.N.S.C.O.P. This has been communicated privately to United Kingdom Delegation by Pearsons who explained that it was final working draft generally approved, with the exception of paragraphs A1 and 2 (which require further examination in the light of Cadogan's statement of 13th November) and the penultimate paragraph (suggested by Canada and acceptable to United States, who do not want Security Council to hamstring the Commission, but turned down by U.S.S.R. who consider that it does not place the Commission in proper position of subordination to Council). Draft will be further considered by Working Group tomorrow and their report is not likely to be complete till Tuesday, so that there seems to be no chance of matter being ready for discussion in Ad Hoc Committee before Thursday.

2. Pearsons stated that U.S.S.R. did not believe that we could not complete withdrawal of our troops before 1st August and added that other Delegations were sceptical on this point. He therefore suggested that as soon as convenient we should make a further statement explaining as clearly as we could that our decision was governed solely by considerations of logistics and that the bulk of our combat troops would be withdrawn at an earlier date.

3. U.S.S.R. also refuse to agree that fair and unprejudiced elections could be held so long as any British troops remain in the country.

4. Pearsons feels that United Kingdom would be subject to very severe criticism should we refuse to co-operate

in

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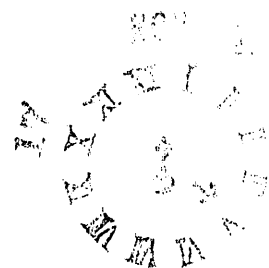
Reference: **FO 371 / 61888**

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Reference:

FO 371 / 61888



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10754

61

17 NOV

PALESTINE

Registry
Number

E10744/951/31.

TELEGRAM FROM

U.K. No 1

No.

New York.

Dated

3407.

Received
in Registry

16.11.66

17

Partial Implementation.

Ref New York 101 3406 (E10744/951/31) from
 research list of draft type working group
 on implementation. referred to in 101 notes
 up.

Last Paper.

10748

References.

(Print.)

(How disposed of.)

8 Matheson. 60

1 M-1-3a.

M-0-4

Adm. 4

G-4

1/100 (8

(on E10744-2/951/31

(Action
completed.)

J. M. 20/11

(In)

2/11/68

Next Paper.

E10771

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Reference:-

FO

371

61888

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62
10754
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Cypher/OTP

WORLD ORGANISATION DISTRIBUTION

FROM NEW YORK TO FOREIGN OFFICE
(From United Kingdom Delegation to United Nations)

No. 5407

D. 11.45 p.m. 16th November, 1947

16th November, 1947.

R. 6.15 a.m. 17th November, 1947

Repeated to Washington Saving

IMMEDIATE
SECRET
GIANT

My immediately preceding telegram.

Following is text:

[Begins].

A. Termination of Mandate, partition and independence.

1. The Mandate for Palestine shall terminate on 1st May, 1948 and the armed forces of the Mandatory Power shall be withdrawn from Palestine by that date.

2. Independent Arab and Jewish States shall come into existence in Palestine on 1st July, 1948 or at such earlier date subsequent to 1st May, 1948 as the U.N. Commission referred to below recommends and the Security Council approves. (The City of Jerusalem shall be administered under trusteeship by the U.N.). The boundaries of the Arab State, the Jewish State and the City of Jerusalem are described in Parts II and III below.

3. The period between the adoption by the General Assembly of recommendations on the question of Palestine and the proclamation of the independence of the Jewish and Arab States shall be a transitional period.

B. Steps preparatory to independence.

1. There shall be a commission appointed by the General Assembly of five members representing.....(small Powers - names to be inserted later).

2. The administration of Palestine during the transitional period shall be entrusted to the Commission, acting in conformity with the recommendations of the General Assembly, under the guidance of the Security Council. In the discharge of this administrative responsibility the

/Commission

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Reference:-

FO 371 / 61888

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2.

Commission shall have authority to issue necessary regulations and take other measures as required. The Mandatory Power shall not issue any regulation to prevent or obstruct the implementation by the Commission of the measures recommended by the General Assembly. With a view to ensuring that there shall be continuity in the functioning of administrative services and that on the termination of the Mandate the whole administration shall be in charge of the provisional councils, acting under the Commission, there shall be a progressive transfer, from the Mandatory to the Provisional Councils of Government, of responsibility for all the functions of Government, including that of maintaining law and order in the areas from which the forces of the Mandatory have withdrawn.

A. On its arrival in Palestine the Commission shall proceed to carry out measures for the establishment of the frontiers of the Arab and Jewish States and the City of Jerusalem in accordance with the recommendations of the General Assembly on the partition of Palestine.

B. The Commission, after consultation with the Democratic parties and other public organisations of the Arab and Jewish States, shall select and establish in each State a Provisional Council of Government. The activities of both the Arab and Jewish Provisional Councils of Government shall be carried out under the general direction of the Commission. If by 1st April 1948 Provisional Councils of Government cannot be selected for both of the States or, if selected cannot carry out their functions, the Commission shall communicate that fact to the Security Council for such action as the Security Council may deem proper and to the Secretary General for communication to the members of the U.N.

C. The Provisional Council of Government of each State not later than six months after its formation (but in any case before 1st July, 1948), shall hold elections to the Constituent Assembly on democratic lines. The election regulations in each State shall be drawn up by the Provisional Council of Government and approved by the Commission. Qualified voters for each State for this election shall be persons over eighteen years of age who are:

(a) Palestinian citizens residing in that State and

(b) Arabs and Jews residing in the State, although not Palestinian citizens who before voting have signed a notice of intention to become citizens of such State. Arabs and Jews residing in the City of Jerusalem who have signed a notice of intention to become citizens, the Arabs of the Arab State and the Jews of the Jewish State, shall be entitled to vote in the Arab and Jewish States respectively. Women may vote and be elected to the Constituent Assemblies. During the transitional

/period

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Reference: -

FO 371 / 61888

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64

3.

period no Jew shall be permitted to establish residence in the area of the proposed Arab State, and no Arab shall be permitted to establish residence in the area of the proposed Jewish State, except by special leave of the Commission.

D. The Constituent Assembly of each State shall draft a democratic constitution for its State and choose a provisional government to succeed the Provisional Council of Government appointed by the Commission. The constitutions of the States shall embody Chapters 1 and 2 of the declaration provided for in C below, and include inter alia provisions for:

(1) Establishing in each State a legislative body elected by universal suffrage and by secret ballot on the basis of proportional representation and an executive body responsible to the legislature.

(2) Settling all international disputes in which the State may be involved by peaceful means in such a manner that international peace and security and justice are not endangered.

(3) Accepting the obligation of the State to refrain in its international relations from the threat or use of force against the territorial integrity or political independence of any State, or in any other manner inconsistent with the purposes of the U.N.

(4) Guaranteeing to all persons equal and non-discriminatory rights in civil, political, economic and religious matters and the enjoyment of human rights and fundamental freedoms, including freedom of religion, language, speech, and publication, education, assembly and association.

(5) Preserving freedom of transit and visit for all residents and citizens of the other State in Palestine (and the City of Jerusalem), subject to considerations of national security; provided that each State shall control residence within its borders.

(6) Recognise the rights of the Governor of the City of Jerusalem to determine whether the provisions of the constitution of the States in relation to holy places, religious buildings and sites within the borders of the States and the religious rights appertaining thereto, are being properly applied and respected, and to make decisions in cases of disputes which may arise with respect to such holy places, buildings and sites; also accord to him full cooperation and such privileges and immunities as are necessary for the exercise of his functions in these States.

E. The Provisional Councils of Government of both the Arab and Jewish States, after their formation, shall proceed

/under

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Reference:-

FO 371 / 61888

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4.

under the supervision of the Commission to the establishing of administrative organs of government, central and local.

F. The Provisional Council of Government of each State shall within the shortest time possible recruit an armed militia from the residents of that State sufficient in number to maintain internal order and to prevent frontier clashes. This armed militia in each State shall for operational purposes be under the command of Jewish or Arab officers resident in that State but general political and military control including the choice of the militia's high command shall be exercised by the Commission.

3. Subject to the provisions of these recommendations [supp, undec.] the transitional period the Provisional Councils of Government acting under the Commission shall have full authority in the areas under their control including matters of immigration and land regulation.

4. During the period between the adoption of the recommendations on the question of Palestine by the General Assembly and the termination of the Mandate, the Mandatory Power in Palestine shall maintain order and direct the main public services to the extent that these have not yet been placed fully or partially under the direction of the Commission and Provisional Councils of Government. The Commission shall assist the Mandatory Power in the carrying out of these functions. Similarly the Mandatory shall cooperate with the Commission in the execution of its functions.

5. The Provisional Councils of Government, acting under the Commission, shall have full responsibility for the administration of Palestine in the period, if any, between the termination of the Mandate and the establishment of the two independent States.

6. The Commission shall be guided in its activities by the recommendations of the General Assembly and by such instructions as the Security Council may consider necessary to issue. The measure taken by the Commission, within the recommendations of the General Assembly shall become immediately effective unless the Commission had previously received contrary instructions from the Security Council. The Commission shall render periodic monthly progress reports, or more frequently if desirable, to the Security Council.

[Ends].

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Reference: **FO 371 / 61888**

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10771

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PALESTINE

18 NOV

Registry
Number

E10771/951/31

TELEGRAM FROM

W. Bark.

No.

Bogged

Dated

Received
in Registry31. Saving
5 Nov
18, Nov

Last Paper.

(10731)
10754

References.

(Print.)

(How disposed of.)

8, Wetherston 80.

N. 1.39.

12104

Adm. 1/2

9/11

Nov. 19

(Action
completed.)

J. C. M. 11/2

(Index.)

11/2

Next Paper.

(11027)

E 10776

AZZAM PASHA. Views on Palestine Federation.

Received interview with Azam Pasha, who strongly
condemned present US attitude in bringing pressure
to bear on other States in favour of Palestine.
He showed telegram from Amir Haikal of Iraq
saying that the representatives of 3 Arab
Governments (Syria, Iraq, Jordan) had previously promised
to abstain from voting on the UN resolution
declared previously that under US pressure they would
vote for resolution.

(Minutes.)

N.A. Dept. 2/12
Northern Dept. 4/12

J. B. B. (J. B. B.)
18/11

Mrs. Beunt
Nov. 19
(BEITH)

L. L. Pyman
19/4

NB

See in this connexion para. 5
of Damascus tel. no. 511 (copy
E10731
~~untransmitted~~) which contains a
rather more definite suggestion
by Azzam Pasha as regards
our relations ^{with} ~~transmission~~ an
Arab Higher Command. Could
we have Egyptian Dept's obs.?

Egyptian Dept.

Mrs. Beunt
Nov. 19

At first sight the idea put
forward by Azzam seems unpromising and suspect. In so far
as

Wt. 24772/717 17895 10/38 F.O.P.

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Paul M. Keller
Nov. 20th

J. H. Burton

20.11

I agree
with Burrows TB

with night

20.11

Sin O Sargent

Ogg Barzant Nov 22

mother

24.11

JB MW-26

B.N. for 2 weeks
for separate minute 8/9/12

Mr. ~~Burrows~~ B.A.B. 25 11

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10771

18 NOV

No. 31 Saving.

11. 17th November, 1947.

RESTRICTED.

4. General press comment in Bagdad continues to be wild and exaggerated (Bagdad telegram No. 965, paragraph 2). The Prime Minister has been very outspoken to several United States visitors and to Mr. Phillips Price M.P. Several Deputies who had been invited to a reception at the Soviet Legation have declined to attend since the Soviet representative at New York announced his Government's support for partition.

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NOV 10 1947

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1947

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PALESTINE

69
E 10776

18 NOV

Registry
Number

E10776/957/21

TELEGRAM FROM

No.

New York.

Dated

3422.

Received
in Registry

17 Nov

18

Proposals by working group on Implementation.
Immediately following at certain time (revised) of
the proposals made by the working group on
implementation as adopted (subject to possible
amendment of Para 85) by Sub Committee 1 on
17 Nov. have been agreed on same.

Last Paper.

10771

References.

(Minutes.)

See E 10777

JB Nov. 20

G.P.P. Picture at 2204 19/11.

JB Dec. 11

(Print.)

(How disposed of.)

S. Mathiason. C.P.
M. 1.3a. Nov. 16.

M 84

admiral

G.M.

Nov. 19

(on E 10771)

Ad, New York.

3980

18/Nov.

(Action
completed.)

G. E. 20/11

(Index.)

2/9/48

Next Paper.

E 10777

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70
OUT FILE

Confidential.

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Cypher/CTP.

WORLD ORGANISATION DISTRIBUTION.

FROM FOREIGN OFFICE TO NEW YORK.

(To United Kingdom Delegation to United Nations).

No. 3980.

D. 7.40 p.m. 18th November 1947.
18th November 1947.

Repeated to: Washington, No. 11921 and
Jerusalem.

MOST IMMEDIATE.

CONFIDENTIAL.

Your telegram No. 3422 [of November 17th:
Palestine].

I agree generally with your paragraph 4. We can clearly not accept the conception of a United Nations commission or provisional councils of government functioning with independent authority (e.g. over immigration) while our administrative responsibility continues. When the time came for relinquishing our authority, we should, on the assumption that partition had been approved and a United Nations commission existed, hand it over to this commission and not to councils of government or any other representatives of the two States. It would be for the commission to hand over to whatever authorities they chose.

2. For your own information, while there are important military arguments in favour of maintaining civil administration for a considerable part of the period up to August 1st, there are other very strong arguments against this, as set out in my telegram No. 3875. If the proposals in your telegram No. 3422 are adopted, this will be an additional argument for abandoning our administrative responsibility at the earliest possible moment. Final plans for phasing of withdrawal in the light of these considerations have not yet been drawn up. We are entitled to lay down the mandate and relinquish administrative responsibility from the moment that a United Nations commission arrives in Palestine. We should therefore try by all possible means to delay despatch of United Nations commission until we are ready to hand over to it. If it could not be delayed until this time, it would be essential that, pending our relinquishing responsibility, the commission should have only

exploratory

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Cypher/OTP

WORLD ORGANISATION DISTRIBUTION

FROM NEW YORK TO FOREIGN OFFICE

(From United Kingdom Delegation to United Nations)

No. 3422

D. 1.37 a.m. 17th November, 1947

R. 7.13 a.m. 18th November, 1947

17th November, 1947
Repeated Washington,
Jerusalem,

MOST IMMEDIATE

Palestine.

My immediately following telegram contains the revised text of the proposals made by the working group on implementation as adopted (subject to possible amendment of paragraph B5) by Sub Committee 1 on 17th November.

2. You will notice that the five States to be represented on the proposed United Nations Commission are named in the text (paragraph B1). This list was proposed by delegate for Venezuela and adopted without opposition.

3. United Kingdom observer took no part in the discussion of this text except to warn the Sub Committee that silence did not imply consent.

4. The points to which, as we see it here, we shall have to raise objection at a later stage are the following:

(A) the requirement of Security Council approval of the dates both for the termination of the mandate and for the withdrawal of British forces (A1 and 2);

(B) the proposal that the administration of Palestine before the termination of the mandate shall be entrusted to the United Nations Commission (B2 read in conjunction with A4);

(C) the apparent intention that the last sentence of B2 should apply to the whole country before the mandate is terminated and to the areas under British military control afterwards;

(D) the absence from B6 of any qualification in respect of military areas;

(E) the proposal that the United Nations Commission should assist the mandatory administration before its termination in the maintenance of order and the direction of public services (B12);

(F) the provision for a progressive transfer of functions by the mandatory administration to the provisional councils of Government (B13).

5. We should welcome most immediate confirmation that acceptance of these parts of the plan would be inconsistent with your instructions together with any additional guidance

on....

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(2)

on the attitude we should adopt to the plan as a whole when it is debated in the main Committee.

6. As our comments will presumably kill the proposal in anything like its present form, and draw upon us the criticism that our unco-operative attitude has torpedoed a solution supported by the United States, U.S.S.R., Canada and the other members of this United Nations Sub Committee it would be well if we could to include some more definite indication than we have yet given of our positive intentions particularly as regards the phases of our withdrawal. Jews in particular might then divert their attention to plans for following us up in their areas as we withdraw without intervention of any United States Commission. There are indications that some at least of the Arabs are already thinking in terms of developments of that nature in predominantly Arab areas.

Foreign Office please pass Immediate to Jerusalem
as my telegram No. 192.

[Copy sent to Telegraph Section Colonial Office
for transmission to Jerusalem].

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responsibility from the moment that a
U.N. Commission arrives in Palestine.

responsibility ~~at a very early date~~ We should therefore
have to try by all possible means to delay despatch
of U.N. Commission until we were ready to hand
over to it. If it could not be delayed until this
time, it would be essential that, pending our
relinquishing responsibility, the commission should
have only exploratory and not administrative
functions. Even the presence of a commission
on these lines, however, would ^{be very likely to} cause added
disturbances in Palestine and thus greatly increase
the difficulty of our task and you should not
~~at present~~ in any way commit yourself to
accepting it.

3. I realise that, by emphasising our
criticisms of various proposals which are made
we may incur some unpopularity at U.N., but
I am naturally more influenced by reactions to
our attitude in this country and in the Middle
East. It should surely be possible to defend
our criticisms on the general grounds that the
working group proposals do not provide ^{so far as we can ascertain} for
effective implementation, in view of the very
severe reactions they are likely to ^{provoke} produce in
Palestine. ~~and that we cannot therefore be~~
~~at this stage anyway be~~ The working group proposals
associated with them, ~~because we should find~~
Further I fear that we should find
ourselves in the position of providing the whole
force required for implementation.

4. ~~I suggest that in any statement you make~~
~~you should also express regret that greater efforts~~
have not been made ^{so far} towards ^{some} conciliation of the
two opposing points of view. In this connexion,
please telegraph urgently substance of report of
sub-committee 2, with your comments and estimate
of its probable reception.

5./

NOTHING TO BE WRITTEN IN THIS MARGIN.

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In the circumstance ^{and} in
view of the fact that this
partition plan is not the
only plan before the Palestine
Committee

Sub-committee
Evatt sub-committee
for conciliation has yet
been ^{involved} involved to narrow
any difference between
the plans of the two
sub-committees. If
not it would be well to

3148 Wt. 26469/137 50m 9/46 (51) F.&S.

Ans in L.O. immediately
Done

473.

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25 NOV 1947

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FROM PALESTINE (General Sir A. Cunningham)

TO S. OF S. COLONIES.

D. 19th November, 1947.

R. 19th " " 15,30 hrs.

MOST IMMEDIATE

NO. 2304 Top Secret and Personal.

Addressed S. of S.
Repeated UNDER No. 1699.

Your telegram No. 3980 to UKDEL repeated to Jerusalem No. 2975.

1. I agree most emphatically that a quite impossible situation would be created here if a U.N.O. Commission were given any power to enforce partition in Palestine while our Administration was still in existence, even if the Committee were composed of neutrals as between Arabs and Jews. The suggestion that we should maintain law and order during this period is of course tantamount to the enforcement of partition by the British.

2. I have considered possible timing of such handover, which we think should be completed willy nilly within a fortnight of Commission's arrival in Palestine. You will now have seen the military proposals for withdrawal which were arrived at by discussion between C.-in-C. M.E.I.F. and myself, in which cessation of civil Government was timed to coincide with military withdrawal from Jerusalem from middle to end of May, and if arrival of Commission in Palestine could be delayed till then I have no doubt that this would make for smoothest withdrawal under these circumstances. Retraction of potential date would make military withdrawal more difficult, as they are dependent on civil assistance, particularly/

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particularly in early stages. From civil point of view the end of financial year might have some attraction as handing over date. I have not discussed with C.O.C. in detail the effect of closing down civil administration earlier, but he is in England until Monday next and it might be advantageous for you to have his views.

3. I should add that fact that we will have to resist certain provisions of the Sub Committee's Report will probably cause increased trouble with Jews here, but I have no doubt that if a Commission of the composition recommended is sent here it can only result in inflaming Arabs on account of its membership alone. If U.N.O. really has desire for peace in Palestine they must take some account of Arab feelings as we know them here. Has it been considered who will be responsible for Security Commission itself?

(Copies sent to Foreign Office for onward transmission to New York).

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INWARD TELEGRAM

79

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 Ministry of Defence
 Treasury
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 Admiralty
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 War Office
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 Ministry of Transport
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 " "
 Air Ministry
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 Foreign Office
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 " "
 M.I.5.

Mr. Martin
 Mr. Gutch
 Mr. Mathieson
 Mr. Higham
 Mr. Galsworthy
 Mr. Holmer
 Mr. Gibson
 Mr. S.E.V. Luke.
 Brigadier Cornwall-Jones.
 Commander Everagh-G.
 Mr. A.J. Newling.
 Mr. D.F.C. Blunt.
 Mr. W. Russell-Edwards.
 Mr. P.H.N. Synnott.
 Captain Maunsell.
 Captain D.H. Hall-Thompson.
 Mr. G.C.B. Dodds.
 Brigadier J.H.C. Hamilton.
 Brigadier L.L. Wansbrough-Jones.
 Lt.Col. E.M. Charteris.
 Mr. B.P. Picknett.
 Mr. E.C. Rennie.
 Air Commodore Brock.
 Group Captain V.M.H. Roth.
 Mr. B.A.B. Bannock.
 Mr. P. Carran.
 Mr. J.G.S. Beith.
 Mr. J.C. Robertson.

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18 NOV

PALESTINE

Registry
Number

TELEGRAM FROM

No.

Dated

Received
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E10777/9.11/31

U.K. Del

New York

3423

17.11.48

18

Proposals by Working Group on Implementation
by New York tel 3422 (E10777/9.11/31)
New draft text of revised proposals
made by Working Group on Implementation.

Last Paper.

10776

References.

(Print.)

(How disposed of.)

Beyard, Whitham

Nov 18

8. W. 3. a.

M.O.4

Adm. 19

D. W. (in E10777)
Nov. 19(Action
completed.)

J. L. W. 20/11

(Index.)

2/11/48

Next Paper.

E 10806

(Minutes.)

Sir A. Cadogan's comments are
in E10776. Instructions have
been sent to Sir A. Cadogan
on the line he should take
in regard to these latest
proposals. A separate note
has been submitted giving the
position up to date pm.
Nov. 19

JB Nov. 20

I. n. P. R. amendment th. 22/11

JB Nov. 24

I. n. P. R. 80-tel 2895 20/11

JB Nov. 28

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WORLD ORGANISATION DISTRIBUTION

FROM NEW YORK TO FOREIGN OFFICE

(From United Kingdom Delegation to United Nations)

No. 3423
17th November, 1947.

D. 3.00 a.m. 18th November, 1947.
R. 8.40 a.m. 18th November, 1947.

Repeated to Washington
Jerusalem

MOST IMMEDIATE

GIANT

My immediately preceding telegram NOV 18

Following is text.

A. Termination of mandate partition and independence.

1. The mandate for Palestine shall terminate at a date to be agreed on by the Commission referred to in paragraph B1 below and the mandatory power with the approval of the Security Council but in any case not later than 1st August 1948.

2. The armed forces of the mandatory power shall be progressively withdrawn from Palestine, the withdrawal to be completed on a date to be agreed by the Commission and the mandatory power with the approval of the Security Council, but in any case not later than 1st August 1948. The Commission shall enter into discussion with the mandatory power with a view to the evacuation in the territory of each proposed State of a sea port at an early stage. The mandatory power shall advise the Commission as far in advance as possible of its intention to evacuate each area.

3. Independent Arab and Jewish States shall come into existence in Palestine two months after the evacuation of the armed forces of the mandatory power has been completed, but in any case not later than 1st October 1948. (The city of Jerusalem shall be administered as may be finally decided). The boundaries of the Arab State the Jewish State and the city of Jerusalem shall be as described in parts 11 and 111 below.

4. The period between the adoption by the General Assembly of Recommendations on the question of Palestine and the establishment of the independence of the Jewish and Arab States shall be a transitional period.

B. Steps preparatory to independence.

1. There shall be a Commission appointed by the General Assembly of five members representing Uruguay, Guatemala, Poland, Norway and Iceland.

2. The administration of Palestine during the transitional period shall be entrusted to the Commission which shall act

/in

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-2-

in conformity with the recommendations of the General Assembly under the guidance of the Security Council. In the discharge of this administrative responsibility, the Commission shall have authority to issue necessary regulations and take other measures as required. The mandatory power shall not issue any regulation to prevent, obstruct, or delay, the implementation by the Commission of the measures recommended by the General Assembly.

3. On its arrival in Palestine the Commission shall proceed to carry out measures for the establishment of the frontiers of the Arab and Jewish States and the City of Jerusalem in accordance with the recommendations of the General Assembly on the partition of Palestine.

4. The Commission, after consultation with the Democratic parties and other public organisations of the Arab and Jewish States, shall select and establish in each State as rapidly as possible a Provisional Council of Government. The activities of both the Arab and Jewish Provisional Councils of Government shall be carried out under the general direction of the Commission. If the two Provisional Councils cannot be established simultaneously the fact that one of them is not ready to be formed shall not prevent or impede the establishment of the Council which is prepared to assume its functions. If by 1st April 1948 a Provisional Council of Government cannot be selected for either of the States, or if selected cannot carry out its functions, the Commission shall communicate that fact to the Security Council, for such action as the Security Council may deem proper, and to the Secretary General for communication to the members of the United Nations.

5. Subject to the provisions of these recommendations during the transitional period, the Provisional Council of Government, acting under the Commission, shall have full authority in the areas under their control, including authority over matters of immigration and land regulation. The monthly rate of 6,250 Jewish immigrants per month recommended by the majority of U.N.S.C.O.P. shall enter into force in the area of the Jewish State immediately upon the assumption by the Commission of its duties in Palestine. Similarly the operation of the land regulations of 1940 shall at that stage be discontinued in the Jewish State area.

6. The Provisional Council of Government of each State acting under the Commission shall have full responsibility for the administration of that State in the period between the termination of the mandate and the establishment of independence.

7. The Provisional Councils of Government of both the Arab and Jewish States after their formation shall proceed under the supervision of the Commission to the establishment of administrative organs of Government central and local.

8. The Provisional Council of Government of each State shall /within

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within the shortest time possible recruit an armed militia from the residents of that State sufficient in number to maintain internal order and to prevent frontier clashes. This armed militia in each State shall for operational purposes be under the command of Jewish or Arab officers resident in that State but general political and military control, including the choice of the militias High Command, shall be exercised by the Commission.

9. The Provisional Councils of Government of each State shall, not later than two months after the withdrawal of the armed forces of the mandatory power, hold elections to the Constituent Assembly which shall be conducted on democratic lines. The election regulations in each State shall be drawn up by the Provisional Council of Government and approved by the Commission. Qualified voters for each State for this election shall be persons over eighteen years of age who are

(a) Palestinian citizens residing in that State and

(b) Arabs and Jews residing in the State although not Palestinian citizens who, before voting, have signed a notice of intention to become citizens of such State.

Arabs and Jews residing in the City of Jerusalem who have signed a notice of intention to become citizens, the Arabs of the Arab State and the Jews of the Jewish State, shall be entitled to both in the Arab and Jewish States respectively. Similarly residents of either State who have given notice of intention to opt for citizenship in the other State shall be entitled to vote in the State for which they opt. Women may vote and be elected to the Constituent Assemblies. During the transitional period no Jew shall be permitted to establish residence in the area of the Proposed Arab State and no Arab shall be permitted to establish residence in the area of the proposed Jewish State except by special leave of the Commission.

10. The Constituent Assembly of each State shall draft a democratic constitution for its State, and choose a Provisional Government to succeed the Provisional Council of Government appointed by the Commission. The constitutions of the States shall embody chapters 1 and 2 of the declaration provided for in C below and include inter alia provisions for

(a) Establishing in each State a legislative body elected by universal suffrage and by secret ballot on the basis of proportional representation and an executive body responsible to the legislature.

(b) Settling all international disputes in which the State may be involved by peaceful means in such a manner that international peace and security and justice are not endangered

(c) Accepting the obligation of the State to refrain in its international relations from the threat or use of force against the territorial integrity or political independence of

/any

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within the shortest time possible recruit an armed militia from the residents of that State sufficient in number to maintain internal order and to prevent frontier clashes. This armed militia in each State shall for operational purposes be under the command of Jewish or Arab officers resident in that State but general political and military control, including the choice of the militias High Command, shall be exercised by the Commission.

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(b) Arabs and Jews residing in the State although not Palestinian citizens who, before voting, have signed a notice of intention to become citizens of such State.

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(a) Establishing in each State a legislative body elected by universal suffrage and by secret ballot on the basis of proportional representation and an executive body responsible to the legislature.

(b) Settling all international disputes in which the State may be involved by peaceful means in such a manner that international peace and security and justice are not endangered

(c) Accepting the obligation of the State to refrain in its international relations from the threat or use of force against the territorial integrity or political independence of

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any State or in any other manner inconsistent with the purposes of the United Nations.

(d) Guaranteeing to all persons equal and non-discriminatory rights in civil, political, economic, and religious matters, and the enjoyment of human rights and fundamental freedoms, including freedom of religion, language, speech and publication, education, assembly and association

(e) Preserving freedom of transit and visit for all residents and citizens of the other State in Palestine (and the City of Jerusalem) subject to considerations of national security - provided that each State shall control residence within its borders

(f) (Recognise the rights of the Governor of the City of Jerusalem to determine whether the provisions of the constitution of the States in relation to Holy Places, religious buildings and sites within the borders of the States, and the religious rights appertaining thereto, are being properly applied and respected and to make decisions in cases of disputes which may arise with respect to such Holy Places buildings and sites - also accord to him full co-operation and such privileges and immunities as are necessary for the exercise of his functions in those States)

11. The Commission shall appoint a Preparatory Economic Commission of three members to make whatever arrangements are possible for economic co-operation, with a view to establishing as soon as practicable the economic union and the joint economic board as provided in Section D below.

12. During the period between the adoption of the recommendations of the question of Palestine by the General Assembly, and the termination of the mandate, the mandatory power in Palestine shall maintain order and direct the main public services to the extent that these have not yet been placed fully or partially under the direction of the Commission of the Provisional Councils of Government and the Joint Economic Board respectively. The Commission shall assist the mandatory power in the carrying out of these functions, Similarly the mandatory shall co-operate with the Commission in the execution of its functions.

13. With a view to ensuring that there shall be continuity in the functioning of administrative service and that, on the termination of the mandate, the whole administration shall be in charge of the Provisional Councils and the Joint Economic Board respectively, acting under the Commission, there shall be a progressive transfer from the mandatory power to the Provisional Councils of Government and the Joint Economic Board respectively, of responsibility for all the functions of Government including that of maintaining law and order in the areas from which the forces of the mandatory power have withdrawn.

14. The Commission shall be guided in its activities by the
/recommendations

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OUTWARD TELEGRAM

75872/154/22/47

Cypher (O.T.P.)

TO PALESTINE (General Sir A. Cunningham)

FROM S. OF S., COLONIES.

Sent 20th November, 1947. 14.15 hrs.

IMPORTANT

No. 2895 Top Secret and Personal.

Addressed High Commissioner Palestine.
Repeated U.K.D.E.L. New York, for Martin.

Plan for implementation of partition to be submitted to Palestine Committee by Sub-Committee One includes provision for recruitment of armed militias by provisional councils of government in each state within shortest time possible after their establishment by United Nations Commission. If this plan secures necessary majority and if we insist on terminating Mandatory Government before or very shortly after arrival of Commission, Jews may well press for prior recognition of Hagana by Palestine Government in order that it may openly prepare to support Jewish provisional Government and United Nations Commission when they are set up. It will then be arguable that the Palestine Government should not obstruct the recommendations of the Assembly by denying the Jews facilities for preparing the defence of the Jewish State. If Hagana is recognized it would be difficult to refuse recognition to Najjada and Futtuwa although these organizations would palpably be preparing to obstruct and not co-operate in the implementation of the United Nations plan.

2. This problem has no doubt been considered by you and I should be grateful to have your views on the question of the attitude which should be adopted by the Mandatory Government to para-military organizations both Jewish and Arab up to the date of the relinquishment of the Mandate. Has

possibility/

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88

possibility been considered of United Nations Commission
taking over Trans-Jordan Frontier Force as nucleus of
militia for Arab State?

(Copies sent to Cypher Room Foreign Office for repetition
to New York)

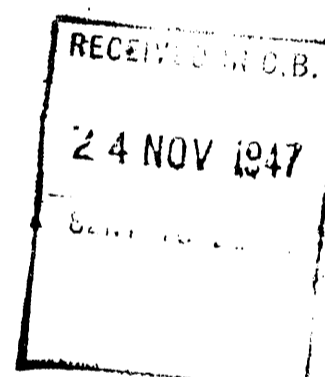
Distributed to:-

R.243
Secretary of State
Sir T. Lloyd
Mr. Rees-Williams
Sir S. Caine
Sir G. Jeffries
Mr. Holding
Mr. Martin
Foreign Office

" "
Cabinet Offices
Ministry of Defence

Mr. Trafford Smith
Mr. Gutch
Mr. Mathieson
Mr. Higham
Mr. Galsworthy
Mr. Holmer
Mr. Gibson

Mr. Beith.
Mr. Burrows.
Commander Evershed.
Brigadier Cornwall-Jones.



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Reference:-

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371 / 61888

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10312

89

PALESTINE

19 NOV

Registry Number

E10812/951/31

TELEGRAM FROM

No.

U.K. Del
New York

Dated

Received in Registry

3424
18, Nov
19

Palestine Declaration
Following report New York CI 3117 (E10138/951/31)
following a trial of substitution adopted by
Sub Committee for Section 1. of Chapter
3 of the Declaration

Last Paper.

10806

References.

(Print.)

(How disposed of.)

8, Waltham, 80
M.I. 39.

MO4

adph

A.M.

✓ Nov 19

24, U.K. Del
New York

4069

24 Nov

(Action completed.)

24/11

(In)

24/11

Next Paper.

10813

Wt. 24772/717 17895 10/38 F.O.P.

1	2	3	4	5	6
1	2	3	4	5	6

Reference:-

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61888

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WORLD ORGANISATION DISTRIBUTION

FROM NEW YORK TO FOREIGN OFFICE

(From United Kingdom Delegation to the United Nations)

No. 3424

D. 5.00 a.m. 18th November, 1947

18th November, 1947.

R.11.20 a.m. 18th November, 1947

Repeated to Jerusalem
Washington Saving

GIANT

My telegram No. 3117.

19 NOV

Palestine Sub-Committee I decided on 15th November to adopt following in substitution for Section 1 of Chapter 3 of the Declaration.

"Citizenship.

Palestinian citizens residing in Palestine outside the City of Jerusalem as well as Arabs and Jews who, not holding Palestinian citizenship, reside in Palestine outside the City of Jerusalem shall, upon the recognition of independence become citizens of the state in which they are resident and enjoy full civil and political rights. Persons over the age of eighteen years may opt within one year for citizenship of the other state providing that no Arab residing in the area of the proposed Arab state shall have the right to opt for citizenship in the proposed Jewish state and no Jew residing in the proposed Jewish state shall have the right to opt for citizenship in the proposed Arab state. The exercise of this right of option will be taken to include the wives and children under 18 years of age of persons so opting."

2. It was also decided to add the following sentence to Section 2 of Chapter 3.

"Any dispute about the applicability or continued validity of international conventions or treaties signed or adhered to by the Mandatory power on behalf of Palestine shall be referred to the International Court of Justice in accordance with the provisions of the Statute of the Court."

3. The first paragraph of Section 3 was amended to read as follows

"Financial obligations. The state shall respect and fulfil all financial obligations of whatever nature assumed on behalf of Palestine by the Mandatory power during the exercise of the Mandate and recognised by the state. This provision includes the right of public servants to pensions compensation or gratuities. The obligations shall be fulfilled through participation in the Joint Economic Board in respect of those obligations applicable to Palestine as a whole and individually in respect of those applicable to and fairly apportionable between the states. A court of claims composed of one member appointed by the United Nations, one representative of the United Kingdom and one representative of the state should be established in each

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 Reference:-
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 371/
 61888

state and affiliated with the Joint Economic Board. Any dispute between the United Kingdom and the state respecting claims not recognised by the latter should be referred to that court".

The United States representative at first recommended deletion of the words "and recognised by the state" but later withdrew his recommendation when it was opposed by the Jewish Agency. The United Kingdom representative pointed out that this section was part of a declaration to be made by the Provisional Governments requiring them to give certain guarantees as a prior condition of independence, he asked whether inclusion of the words "and recognised by the state" would not mean that the Provisional Governments would in fact be giving no undertaking at all in this matter. The question was ignored.

4. After some opposition from the United States delegation which was eventually withdrawn the following paragraph regarding division of the surplus revenue of the Economic Board was approved in substitution for that of U.N.S.C.O.P.

"After these obligations have been met in full the surplus revenue from the customs and other common services shall be divided in the following manner: not less than five percent and not more than ten percent to the City of Jerusalem and the residue shall be allocated to each state by the Joint Economic Board equally, except that the share of either state shall not exceed the amount of that state's contribution to the revenues of the economic union by more than approximately four million pounds in any year. The amount granted may be adjusted by the Board according to the price level in relation to the prices prevailing at the time of the establishment of the union. After five years the principles of the distribution of the joint revenues shall be revised by the Joint Economic Board on a basis of equity".

Foreign Office please pass to Jerusalem as my telegram No. 194.

[Copy sent to Telegraph Section, Colonial Office for repetition to Jerusalem.]

///

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Reference:-					
FO 371/ 61888					

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Registry **OUT FILE**
No.

~~Top Secret.~~
~~Secret.~~
Confidential.
~~Restricted.~~
~~Open.~~

~~INADVERTENT~~

Draft.

Sir A. Cadogan
New York. **UNBEL:**

Telegram.

No. 4069

(Date) Nov 24

Repeat to :—

HA
E.R. Dept first
(A. S. Community)
Freelyan
JB. Nov. 24

~~En Clair.~~
~~Code.~~
Cypher.

Distribution :—

RECEIVED IN C.B.
NOV 27
13 DEPT.
Copies to :—

Cypher room.
This is being done by
Colonial office. No action
required JB Nov 24 F.O.,
CYPHER
Despatched 9:30 PM
7/11 1947

IMMEDIATE : CONFIDENTIAL

Att. U.K. Del. N. York TEL No. 4069 Nov 24
Repeated for info. to Jerusalem.

Your telegram No. 34 **[7 Nov. 18: Palestine]**

Amendment to first paragraph of section 3 dealing with Financial Obligations would, as the U.K. representative pointed out, appear to make the undertaking to assume such obligations completely valueless. The provision for reference of disputes to a Court of **Claims** would not offer adequate safeguard. In particular it seems probable that the ^{Successor} State would refuse to accept as an obligation the compensation terms, etc. evolved for application to public servants which will of course have to be announced to the Service as soon as possible and in advance of the termination of the Mandate. Even statutory rights to pensions, etc., would appear to be liable to rejection under the clause as revised. In the circumstances, we consider that the adoption by the Assembly of this amendment should be strongly resisted even to the extent of making agreement to surrender assets dependent on its modification. We think that the position should be that any obligation admitted by the Palestine Government at any time before its determination, even after the appointment of the U.K. Commission, /should...

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NOTHING TO BE WRITTEN IN THIS MARGIN.

43

NOTHING TO BE WRITTEN IN THIS MARGIN.

JB Nov. 24

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Reference:-

F0

371/

61888



SECRET

The Church House,
Great Smith Street,
London, S.W. 1.

95

November 22, 1947.

My Reference...75872/154/27.

Your Reference.....

E 108/2/951/21

Dear Beith,

--- We have been discussing with the Treasury and our Legal Advisers the position arising out of the proposed amendment of the first paragraph of section 3 of the UNSCOP recommendations as reported in Sir Alexander Cadogan's telegram to the Foreign Office No. ~~3424~~ of 3424 the 18th November. I attach a draft telegram representing the conclusions reached in our discussion. If you see no objection, would you arrange to have it despatched and let me know when it has gone so that I can have it repeated to Jerusalem?

Yours
Sincerely
John Gutch
(J. Gutch)

J.G.S. BEITH, Esq.

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Reference:-					
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371/					
61888					

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10813

96

PALESTINE

19 NOV

Registry Number

E10813/957/31

TELEGRAM FROM

U.K. Del

No.

New York.

Dated

3425

Received

in Registry

18.11.48

19

Minutes of Palestine Govt.
Refer New York Lib 3395 & 3396 (E10747/957/31)
Transmits text of debate during Saturday meeting
of Sub Committee One, on the UNSCOP
recommendation in regard to state of Palestine
Govt.

Last Paper.

10812

References.

(Minutes.)

This is Co. business.

JB Nov, 20

(Print.)

(How disposed of.)

8, Warburton St.

M.I. 30.

M.O.H.

Admiral

A.M.

Nov. 19

(an E10812)

(Action completed.)

JP/10/11

(Index.)

JP/10/11

Next Paper.

10814

Wt. 24772/717 17895 10/38 F.O.P.

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Reference:-

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61888

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(From United Kingdom Delegation to the United Nations)

D. 5.10 a.m. 18th November, 1947

R.12.10 p.m. 18th November, 1947

10313

19 NOV

My telegrams Nos. 3395 and 3396.

At Saturday afternoon's meeting of Palestine Sub-Committee One U.N.S.C.O.P. recommendation in regard to assets of Palestine Government was considered (E on Page 51 of report).

2. United Kingdom representative said that it occurred to him that there would be immovable assets connected with services operated by economic board which might more properly be vested in that board than in the two states. To this Shertok replied that he was not prepared to define Jewish Agency's final attitude in this matter but that he understood U.N.S.C.O.P. intention to have been that economic board should merely operate certain joint services but that assets should be the property of the states in which they were situated. Point was not discussed further.

3. A United States proposal to add the words "allocation shall be made by the United Nations Commission" at end of first sentence was accepted.

4. Shertok then proposed that following clause should be added at the end of the U.N.S.C.O.P. recommendation regarding assets in substitution for that which in the morning he had wished to see added to the paragraph regarding financial obligations and concessions

"Pending the appointment of the United Nations Commission the Mandatory shall except in respect of ordinary operating expenditures refrain from any action the effect of which will be in any way to liquidate dispose of or encumber the assets of the Palestine Government including the accumulated treasury surplus the proceeds of Government bond issues state lands etc. and following such appointment shall negotiate with the Commission in regard to proposed action on any of the above matters."

After Lisicky had criticised this amendment as imputing unfair or dishonest action to His Majesty's Government Shertok explained that Jewish Agency felt it necessary to include a provision of this kind because

(1) in the absence of representative institutions in which such matters could be discussed they were in ignorance of the Governments intentions and

(2) the Mandatory

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(2) the Mandatory Government had dissociated itself in advance from implementation of any solution which might be recommended by the United Nations and it was necessary to ensure that its action in this matter should be in harmony with the United Nations plan.

5. United Kingdom representative said that he felt that some comment was expected from him. He had no information regarding the matters referred to in the reports which by a coincidence had appeared in certain New York newspapers that morning and it would be better not to attempt any detailed comment on them until a complete clarification could be given. In the meantime as regards the Jewish Agency's draft he would only say that his delegation felt themselves in the position of any old family solicitor who was told "you must not embezzle the assets of your wards".

6. Chairman said that he was sure the amendment had not been inspired by the recent newspaper reports - indeed the Jewish Agency had told him at least ten days earlier of their intention to introduce such an amendment. Delegate of Venezuela referred to a Reuter's report to the effect that the British Foreign Office had issued a complete denial of the intentions reported in the Herald Tribune and expressed disappointment that the denial of United Kingdom representative had been less categorical. Shertok explained that it was common knowledge that departments in Palestine were under instructions gradually to liquidate some of their assets that this liquidation was being carried out without consulting nor with the knowledge of those who would be responsible for administration in the future that the Agency did not intend to impute any sinister designs to the Mandatory but that the Agency's desire was a perfectly legitimate one to ensure that there should be harmony in this matter between the Palestine administration and the new organs of Government.

7. United Kingdom representative stated that he hoped it would be clear to Venezuelan delegate from what the representative of the Jewish Agency had just said that in the absence of knowledge of exactly what action may have been taken perfectly legitimately by the Palestine Government it was impossible for him to give a sweeping denial of the newspaper reports. Venezuelan delegate replied that he hoped the incident could be regarded as closed.

8. Czechoslovak and Canadian delegates criticised Jewish Agency's amendment on grounds that since it was intended that United Nations Commission should come into existence as soon as Assembly had approved the plan of partition the restrictions which the amendment sought to impose could not possibly become effective at any earlier time. The Jewish Agency thereupon substituted the following revised wording

"During the period between the appointment of the United Nations Commission and the termination of the Mandate the Mandatory shall except in respect of ordinary operations negotiate with the Commission on any measure

/which it may

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61888					

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9. Soviet delegate supported the amendment as re-worded and when it seemed clear that it was about to be adopted the United Kingdom representative said that so as to avoid any possible embarrassment to members in voting on this amendment he wished to make it clear that should the Sub-Committee feel inclined to adopt it his Government would not regard its adoption as implying in any way a reflection on the good faith of the Palestine Government. Shertok replied that the United Kingdom representative's statement was a great relief to him as it enabled the Jewish Agency to press for this amendment and thus discharge its responsibilities to the Jewish people without causing embarrassment to any interested party.

10. Chairman insisted that it would be improper to adopt the amendment until members had had further time to consider it - formal adoption was therefore left over to next meeting.

11. Amendment was formally adopted on 17th November without further comment.

Foreign Office please pass to Jerusalem as my telegram No. 195.

[Copy sent to Colonial Office for transmission to Jerusalem.]

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Reference:-

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61888

376

1947

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PALESTINE

100

10314

19 NOV

Registry
Number

E1084/957/31

TELEGRAM FROM

M. S. MASSOUD.

No. CANADIAN ARAB

Dated FRIENDSHIP

Received
in Registry

LENGUE
19 NOV

Canadian delegation attitude at Palestine Committee
does not agree with attitude taken by Canadian
delegation at the Palestine Committee. The remarks
of Mr. Pearson, which in effect were opposing
the Russian and the expense of Britain and the
United States will never be accepted by Canadian
delegation.

Last Paper.

10813

References.

(Print.)

(How disposed of.)

(Minutes.)

C. L. Sept.

I don't think any
action seems called for by us. Major 22/11
"Boy" 20/11
H. S. Berr
Nov. 19
JB NOV. 24

(Action
completed.)

9/11/47

(Index)

2/11/47

Next Paper.

10821

Wt. 24772/717 17895 10/38 F.O.P.

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61888

Form No. 6B.

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CABLEGRAM

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CANADIAN NATIONAL TELEGRAPHS.

RECEIVED AT 22 GREAT WINCHESTER STREET. LONDON, E.C.2. (TEL. LONDON WAT 1034) 15 AM 1 52

M0429 MONTREAL 296 1/56 14

58

NLT HON ERNEST BEVIN LDN=

FOREIGN OFFICE
DOWNING ST SW 1

10314

19 NOV

THE FOLLOWING WIRE WAS SENT TODAY TO THE DEPARTMENT OF
EXTERNAL AFFAIRS OTTAWA THE CONTINUED SILENCE AND
APPARENT APPROVAL BY OUR CANADIAN GOVERNMENT OF THE
POLICIES AND PERSONAL OPINIONS EXPRESSED BY THE LEADING
MEMBERS OF THE CANADIAN DELEGATION TO THE PALESTINE
COMMITTEE OF THE UNITED NATIONS HAVE CREATED CONFUSION
AND FEAR

Please send your Reply "Via WESTERN UNION" You may telephone us for a messenger

"The time of handing in of this telegram, if shown, is the LOCAL STANDARD TIME of the place of origin. In the case of Cable Letter Telegrams (NLT) only the date of filing is shown."

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201 10 M. 1-1-07

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CABLEGRAM

102

AMERICAN TELEGRAPH CO., LD. CANADIAN NATIONAL TELEGRAPHS.
RECEIVED AT 22 GREAT WINCHESTER STREET, LONDON, E.C.2. (TEL. LONDON WALL 7 2241)
2/MO429 NLT HON 60:

"The time of handing in of this telegram, if shown, is the LOCAL STANDARD TIME of the place of origin. In the case of Cable Letter Telegrams (NLT) only the date of filing is shown."

AMONG CANADIANS OF ARAB ORIGIN THE REMARKS OF MR L PEARSON WHICH IN EFFECT WERE APPEASING THE RUSSIAN GOVERNMENT AT THE EXPENSE OF BRITAIN AND THE ARABS WHETHER THEY WERE MADE AS PERSONAL OBSERVATIONS OR AS RECOMMENDATIONS BY THE CANADIAN DELEGATION WILL NEVER BE ACCEPTED BY THE ARABS HERE OR ABROAD AS A SOLUTION TO THE PROBLEM OF PALESTINE MR

Please send your Reply "Via WESTERN UNION" You may telephone us for a messenger

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CABLEGRAM

103

AMERICAN TELEGRAPH CO., LD. CANADIAN NATIONAL TELEGRAPH CO. 1 53
AT 22 GREAT WINCHESTER STREET, LONDON, E.C.2. (TEL. LONDON WALL 1234.)

5/MO429 NLT HON 50=

PEARSONS WHOLE MISSION AS CONCILIATOR IN THIS INTERNATIONAL
DISPUTE IS IN FACT BOUND TO FAIL AND WILL PERHAPS ONLY
INCREASE THE SUSPICION AND FEAR GROWING AMONG ARAB NATIONS
TOWARDS HIS ACTIVITIES WE WISH TO REPEAT OUR RECENT DESIRE
THAT OUR GOVERNMENT WOULD CLEARLY STATE ITS FULL SUPPORT
TO THE BRITISH

The time of handing in of this telegram, if shown, is the LOCAL STANDARD TIME of the
of origin. In the case of Cable Letter Telegrams (NLT) only the date of filing is shown.

Please send your Reply "Via WESTERN UNION" You may telephone us for a messenger

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1	2	3	4	5	6

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F0 371/ 61888

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CABLEGRAM

TELEGRAPH CO., LD.

CANADIAN NATIONAL TELEGRAPHS.

22 GREAT WINCHESTER STREET, LONDON, E.C.2. (TEL. LONDON WALKER 1234)

0429 NLT HON 48=

1547 NOV 15 AM 1 55

The time of handing in of this telegram, if shown, is the LOCAL STANDARD TIME of origin. In the case of Cable Letter Telegrams (NLT) only the date of filing is shown.

PROPOSAL TO WITHDRAW ALL BRITISH TROOPS BY JANUARY 1 AND
TO GIVE THE CITIZEN OF PALESTINE COMPLETE INDEPENDENCE
IN ACCORDANCE WITH THE BRITISH WHITE PAPER OF 1939 I ON
BEHALF OF THE CANADIAN ARAB FRIENDSHIP LEAGUE WISH TO
APPEAL TO YOU ONCE MORE TO INSTRUCT OUR CANADIAN DELEGATES
AT

1 1939.

Please send your Reply "Via WESTERN UNION" You may telephone us for a messenger

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Reference:-

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CABLEGRAM

TELEGRAPH CO., LD.

CANADIAN NATIONAL TELEGRAPHS.

GREAT WINCH

REET, LONDON, E.C.2. (TEL. LONDON WALL 1234)

429 NLT HON 50=

The time of handing in of this telegram, if shown, is the LOCAL STANDARD TIME of origin. In the case of Cable Letter Telegrams (NLT) only the date of filing is shown.

LAKE SUCCESS NOT TO INCREASE THE DANGER OF WAR IN THE NEAR EAST BY SOME POLITICAL MANOEUVRE WHICH WILL NEITHER BE OF BENEFIT TO CANADA NOR OF AID TO BRITAIN BUT WILL DEFINITELY RESULT IN ANOTHER OUTBREAK OF HOSTILITIES BETWEEN THE ARABS AND THOSE POWERS IN INTERESTED IN DICTATING TO

Please send your Reply "Via WESTERN UNION" You may telephone us for a messenger

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Reference:-

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CABLEGRAM

TELEGRAPH CO., LD.

CANADIAN NATIONAL TELEGRAPHS.

2 GREAT WINCHESTER STREET, LONDON, E.C.2. (TEL. LONDON WALL 1234)

106

0429 NLT HON 32=

1947 NOV 15 AM 1 58

THE ARABS OF PALESTINE POLICIES WHICH EVERY SELFRESPECTING
NATION HAS A RIGHT TO DETERMINE BY THE BALLOT OF ITS OWN
PEOPLE=

M S MASSOUD PRESIDENT CANADIAN ARAB FRIENDSHIP LEAGUE
WINDSOR HOTEL MONTREAL.

"The time of handing in of this telegram, if shown, is the LOCAL STANDARD TIME of origin. In the case of Cable Letter Telegrams (NLT) only the date of filing is shown."

Please send your Reply "Via WESTERN UNION" You may telephone us for a messenger

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E 10825

PALESTINE

19 NOV

1947

Registry
Number

FROM

No.

Dated

Received
in Registry

E 10825/951/31

P.O.

forward.

19/11/47

Palentine, MM for Withdrawal Policy.

Palentine Et 2171 of Nov 15, Report to New York Lib 3354, 3355, 3367 (E 10693/951/31) that appears to be some danger of confusion of thought arising from the use of such terms as 'military administration' and 'military occupation'. Clarifies the situation, states there will be no military administration.

Last Paper.

10814

References.

(Print.)

(How disposed of.)

(Minutes.)

The CO. expect a further tel. from the High Commissioner taking account directly of the ME military plan for withdrawal. This tel. is not helpful.

S. L. Dept.

Ct. 24"

*D. S. Seims
Nov. 19*

AB 3

19.11

(Action
completed.)

(Index.)

L. M. 24/11

29/11/48

Next Paper.

10826

32003 F.O.P

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Reference:-

FO

371/

61888

INWARD TELEGRAM

TO THE SECRETARY OF STATE FOR THE COLONIES

19 NOV

Cypher (O.T.P.)

FROM PALESTINE (Gen. Sir A. Cunningham)

D. 15th November, 1947.

R. 15th " " 15.20 hrs.

IMMEDIATE

No. 2171 Secret.

Addressed to U.K.D.E.L. No. 1572.

Repeated to the S. of S. (please pass to U.K.D.E.L.)
" " Washington No. 261.

New York telegrams Nos. 3354, 3355 and 3357 to the Foreign Office.

There appears to be some danger of confusion of thought arising from the use of such terms as "military occupation" and "military administration" and I should therefore again make it clear that there will be no military administration. It is not possible nor desirable to relinquish the Mandate piecemeal, and it will be necessary that the Government of Palestine should retain its full authority to govern the whole of Palestine up to the date of its withdrawal, when it will give up its responsibility entirely. It may be that before this date it will prove necessary to withdraw the Administration from certain areas on account of their disturbed state. I visualise that in certain areas we could continue Civil Administration even after the withdrawal of military forces from these areas and it would be our object to do so as far as possible with the use of the Police. It will be seen therefore that the cause of withdrawal from a particular area might be either the withdrawal of military forces or deterioration in the security situation in that area, with the result that the administration and police could not cope with it. Withdrawal from specific areas could not therefore be predicted since it would depend upon the circumstances prevailing at the time.

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E 10826

110

1947

PALESTINE

19 NOV

Registry Number } E10826/957/21

TELEGRAM FROM

U.K. No.

No.

New York

Dated

Received

in Registry

3437

18 Nov

19

Political Sub Committee (boundaries)

Refer New York tel 3371 (E10826/957/21) at resumed discussion on boundaries; US Delegate asked French Colony whether they were prepared to relinquish any area - compensation to the Arabs for the 376 300 dunams which had been added to the Jewish State. Some text of debate that followed. No conclusion being reached.

Last Paper.

10825

(Minutes.)

See E10842

do Nov. 19

References.

(Print.)

(How disposed of.)

8, Watsonian. 60

M.I. 3a.

MOH

admtg

A.M. (on E10812)

✓ Nov 19

(Action completed.)

24/11

(Index.)

2/9/48

Next Paper.

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Wt. 24772/717 17895 10/38 F.O.P.

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CONTINUATION OF THE PUBLIC RECORD OFFICE, LONDON

Reference:-

F0

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-2-

of the thirtyfirst degree of latitude" indicating its lack of potentialities for development the Czechoslovak delegate said that he would stick to the U.N.S.C.O.P. proposal in respect of this area and both the Chairman and Soviet delegate expressed the view that there was no reason to make any change in that proposal except insofar as the Jewish Agency might wish to offer concessions. The Soviet delegate suggested that the United States should define their proposal by drawing a line on the map. No final decision was reached.

Foreign Office please pass Immediate to Jerusalem as my telegram No. 197.

NOVA 61
[Copies sent to Colonial Office for repetition to Jerusalem].

ccc

1	2	3	4	5	6
1	2	3	4	5	6

Reference:-

FO

371/

61888

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229

E

E 10827

113

PALESTINE

19 NOV

Registry Number E 10827/957/31

TELEGRAM FROM

U.K. 1261

No.

New York

Dated

3426

Received in Registry

18 Nov

19

Administration of Jerusalem

Refer New York Tel 3370 (E 10827/957/31) when discussion on Administration of Jerusalem was resumed. Sirick's note cut most of Chapter IX of Woodhead Commission report and indicated that he himself was not in favour of a Jewish enclave. Jews list of debate that followed.

Last Paper.

10826

References.

(Print.)

(How disposed of.)

8, Matheson 80

M.I. 80

M.O. 14

Adm. 14

A. 14

Nov. 19

(on E 10812)

(Minutes.)

It will be noted that Sherbrooke has agreed to waive the claim for an enclave in respect of "New Jerusalem" for the time being. It would have made a nonsense of any separate international zone of Jerusalem.

J. A. 29 m
UN (Pol.) Dept

J. A. 29 m
Nov. 20
(BEITH)

(Action completed.)

J. A. 29 m

(Index)

J. A. 29 m

Next Paper.

E 10834

Wt. 24772/717 17895 10/35 F.O.P.

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Reference:-

F0

371/

61888

229

E

10827

113

PALESTINE

19 NOV

Registry
Number

E10827/957/51

TELEGRAM FROM

UK 161

No.

New York

Dated

3426

Received
in Registry

15 Nov

19

(Administration of Jerusalem)

Refer New York 61 3370 (E10827/957/51) which
discusses an Administration of Jerusalem was received
which is not out of line with the report and indicated that the
was not in favour of a Jewish enclave
from list of details that followed

Last Paper.

10826

(Minutes.)

References.

(Print.)

(How disposed of.)

8, Whittaker-BD

M.1.2a.

M.O.A.

Adm. by

D.M.

Nov. 19

(on E10812)

It will be noted that Shertok
has agreed to waive the claim
for an enclave in respect of
"New Jerusalem" for the time
being. It would have made a
nonsense of any separate
international zone of Jerusalem

J.A.29.11
UN (Pol.) Sept

J.H. 29.11
Nov. 20
(BEIT #)

(Action
completed.)

J. 27/11

(Index)

J. 27/11

Next Paper.

E10834

Wt. 24772/717 17895 10/35 F.O.P.

1	2	3	4	5	6
1	2	3	4	5	6

Reference:-

FO 371 / 61888

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En Clair

10827
19 NOV
WORLD ORGANISATION DISTRIBUTION

FROM NEW YORK TO FOREIGN OFFICE

(From United Kingdom Delegation to the United Nations)

No. 3426
18th November, 1947.

D. 5. 30 a.m. 19th November, 1947
R. 11. 35 a.m. 18th November, 1947.

Repeated to Jerusalem
Washington Saving

GIANT

My telegram No. 3370.

When discussion of the administration of Jerusalem was resumed in Palestine Sub Committee One on 14th November, Lisicky read out most of chapter IX of Woodhead Commissions report and indicated that he himself was not in favour of a Jewish enclave. Delegates of Uruguay and Venezuela spoke in favour of an international administration covering the old city only. Soviet delegate expressed the view that the trusteeship system was inapplicable in this case and that some special regime would have to be devised.

2. Since opinion in the Sub Committee appeared to be divided between U.N.S.C.O.P. scheme and Jewish Agency's proposal, the chairman proposed a compromise whereby the U.N.S.C.O.P. proposals would be adopted for three years and thereafter there would be a referendum. To provide for this he suggested the following addition to the U.N.S.C.O.P. recommendations in part III of chapter VI "at the end of a period of three years beginning on the day of the coming into force of these recommendations, a popular referendum shall be held in the City of Jerusalem so that the population may indicate whether they are satisfied with the political settlement provided for the City of Jerusalem. Should two thirds of the population vote against the present settlement the United Nations shall reconsider the solution in order to divide Jerusalem into a Jewish enclave the Arab town and the old city administered under an international trusteeship by the United Nations".

3. After statements by the delegates of Soviet, United States of America and Guatemala in which they carefully avoided comment on the obvious implications of the Chairmans proposal, the United Kingdom representative said that there were two difficulties connected with this proposal to which he felt attention should be drawn (A) the experience of the Mandatory was that there was no question which gave rise to more trouble and racial animosity than that of immigration - this was a political question which caused fear of political dominance - and if an international body was

/ to be

114

1	2	3	4	5	6
1	2	3	4	5	6

Reference:-
FO 371 / 61888

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 Reference:- **FO 371 / 61888**

E

1947

PALESTINE

E 10834

116

19 NOV

Registry
Number

E10834/851/31

TELEGRAM FROM

UK Del

No.

New York.

Dated

3439

Received

in Registry

18 Nov

19

Palestine Sub-Committee Re. Boundaries.

Refer New York 61 3371 (E10726/851/31) Sub-Committee confirmed their earlier decision in regard to Boundary Modifications and adopted a description and map of the revised Boundaries, giving particulars of same. re new populations etc.

Last Paper.

10827

References.

(Print.)

(How disposed of.)

8, Waltham 80

M-1-3a.

M04

Admly

G.M.

Nov. 20

(Action
completed.)

JCM/6 2/12

(Index.)

JCM/6 2/12

Next Paper.

10835

(Minutes.)

See E10849

Mr. Bevin
Nov. 20
(BEITH)

B.A.B. Summary

22.11

Millsight

24.11

Sir O. Sargent

Nov 27

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Reference:-

FO

371

61888

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(N.B. The UNSCOP boundaries place within the Arab State a number of Beersheba Bendouin estimated at 6,000 out of a total of 92,000).

4. The above figures are our own calculations and not those of the Sub-Committee but the United Nations Secretariat adopted those given in paragraph 1 above for inclusion in the Sub-Committee's paper describing the modifications decided upon. It was necessary for the United Kingdom delegate to explain to the Sub-Committee the source of the figures given in that paper. In doing so he took the opportunity again to draw the attention of the Sub-Committee to the fact that in many cases village lands had been divided. He stated that the boundaries as now modified would place in the Jewish State parts of the lands (in many cases major parts) of no less than 54 Arab villages the built up areas of which were left in the Arab State and whose populations were therefore included in the population total for that State. Time, he said, had not allowed of complete calculations but it was possible to state that the total population of the 17 villages affected in Western Galilee amounted to 32,000. This figure he thought would give sufficient indication of the number of Arabs who might be personally affected by this cutting of village boundaries.

Foreign Office please pass Immediate to Jerusalem as my telegram No.199.

[Copy sent to Cypher Section Colonial Office for repetition to Jerusalem.]

W:W:W:W

1	2	3	4	5	6
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Reference: FO 371 / 61888

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E

10835

119

1947

PALESTINE

19 NOV

Registry
Number

E10835/951/31

TELEGRAM FROM

No.

Dated

Received
in RegistryHard Envelope
Washington

6487

18. Nov

19 -

Political Question, Port of Agaba.

Reps 70 of 11882 (E10726/951/21) Roffens took
up the point with Herdman who said we agreed
his statement that US Representatives should
have made such an unrealistic suggestion. He
undertook to take the necessary action to
ensure that it was quashed.

Last Paper.

10874

(Minutes.)

References.

J. S. Benis
Nov. 19

18 Nov. 20

(Print.)

(How disposed of.)

8, Matheson, 60

M.I. 3a.

M04

ad. mly

B. mly.

Nov. 20

(Action
completed.)

G. E. 24/11

(Index.)

2/8/48

Next Paper.

10842.

Wt. 24772/717 17895 10/38 F.O.P.

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1	2	3	4	5	6

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Reference:-
FO 371 / 61888

Cypher/OTP

1206
DEPARTMENTAL NO. 1.

FROM WASHINGTON TO FOREIGN OFFICE.

Lord Inverchapel. D. 3.04 p.m. 18th November, 1947.
No. 6487.

18th November, 1947. R. 8.37 p.m. 18th November, 1947.

IMPORTANT
TOP SECRET

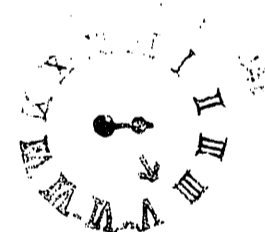
10720/20721
Your telegram No. 11882.

Balfour took up the point this morning with Henderson, who at once expressed his astonishment that United States representative should have made such an unrealistic suggestion. He undertook to take the necessary action to ensure that it was quashed.

zzz

110835

19 NOV



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1	2	3	4	5	6

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Reference:-

FO 371 / 61888

742

1947

E

PALESTINE

E 10842

121

19 NOV

Registry
Number

E10842/957/31

TELEGRAM FROM

U.K. Del.
New York.

No.

Dated

Received
in Registry

3438

15, Nov

19 -

Palestine, discussion on boundaries.

Refer New York 61 3437 (E10826/951/31)
 Since Johnson's statement of 13th re Ogala,
 the US Delegation has been a somewhat of
 a quagmire in regard to proposals for
 adjustment in the Regal.
 Further comments

Last Paper.

10835

References.

(Print.)

(How disposed of.)

8, Waltham St. CO.

M.I. 3a.

MOH

Admty

B.M.

(on E10835) Nov. 20

Tel New York to 4010
Lo 520.

Ref. to New York 11997.

(Action
completed.)

JEP/24/11

(Index.)

2/9/48

Next Paper.

E10849

(Minutes.)

Draft tel. submitted informing
~~UNHCR~~ UK Delegation, N. York of
 the action we have taken
 in Washington and its
 results. (see E10835)

H.S. Davis

Nov. 19

BRS

20.11

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Reference:-

FO

371

61888

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Registry
No. E10842/951/31

Top Secret.
~~SECRET~~
~~CONFIDENTIAL~~
~~SECRET~~
~~SECRET~~

CYPHER

/22

OUT FILE

19th November, 1947.

Despatched

M.

Draft.

U.K. Delegation,
New York.

IMPORTANT.

~~TOP SECRET.~~

Telegram.

No. 4010

(Date) Nov. 20

GIANT.

Your telegram No. 3438 of November
18th: Palestine 7.

We have drawn the State Department's
attention to Mr. Herschel Johnson's statement
about Aqaba, and H.M. Ambassador reports that
the latter have undertaken to ensure that the
~~matter goes on the basis of~~ suggestion ~~that~~ is
quashed.

Repeat to:—

Washington

No

11997

H.S. - Beirut
Nov. 19

BMB
20.11

~~Excluded.~~

~~Code.~~

Cypher.

Distribution:—

~~World Organisation~~
~~Distribution.~~

Dept. 1. No. 1

Room 131
Based not yet
Reached re details
Copies to:—

NOTHING TO BE WRITTEN IN THIS MARGIN.

3148 Wt. 26469/137 50m 9/46 (51) F.&S.

1	2	3	4	5	6
1	2	3	4	5	6

Reference:—

FO 371 / 61888

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E 10842/951/31
Top Secret

OUT FILE

/23

Cypher/OTP

DEPARTMENTAL NO. 1

FROM FOREIGN OFFICE TO NEW YORK

(To United Kingdom Delegation to the United Nations)

No. 4010

D.9.30 p.m. 20th November, 1947.
20th November, 1947.

Repeated to Washington No. 11997

IMPORTANT

SECRET

GIANT

Your telegram No. 5438 [of November 18th:
Palestine].

We have drawn the State Department's attention
to Mr. Herschel Johnson's statement about Aqaba,
and His Majesty's Ambassador reports that the
latter have undertaken to ensure that the suggestion
is quashed.

///

1	2	3	4	5	6
1	2	3	4	5	6

Reference:-

FO 371 / 61888

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124
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Cypher/OTP

WORLD ORGANISATION DISTRIBUTION.

FROM NEW YORK TO FOREIGN OFFICE.

(From United Kingdom Delegation to United Nations)

No. 3438

D. 6.26 p.m. 18th November 1947

R.10.21 p.m. 18th November 1947

18th November 1947.

Repeated to Jerusalem
Washington Saving.

IMPORTANT.
GIANT.

My telegram No. 3437.

Since Johnson's statement of 13th November favouring the allocation of Aqaba to the Jewish State (paragraph 4 of my telegram No. 3371) the United States Delegation has been in somewhat of a quandary in regard to proposals for adjustment in the Negeb. It is pretty evident that they do not now favour inclusion of the southern Negeb in the Jewish State but are extremely reluctant no doubt on local political grounds themselves to put forward any concrete proposals for modification of UNSCOP. They have had several conversations on the subject with the Jewish agency in the hope that the latter will volunteer to relinquish the southern Negeb in compensation for what they have gained elsewhere but have apparently been unable to persuade the agency to make any concession which might have the effect of restricting or threatening the Jewish State line of communication to the Gulf. It is reported that the United States Delegation has also endeavoured without success to get other members of the Sub-Committee to put forward proposals on their behalf and it was with evident reluctance that Johnson when forced into the open by the Soviet Delegate yesterday explained the United States point of view.

Foreign Office please pass Immediate to Jerusalem as my telegram No. 198.

[Copy sent to Telegraph Section Colonial Office for retransmission to Jerusalem].

V V V

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Reference: FO 371 / 61888

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19 NOV 1947

243

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125

E 10349

19 NOV

1947

PALESTINE

Registry Number

E10849/951/31

TELEGRAM FROM

UK del

No.

New York.

Dated

3440

Received in Registry

18, Nov

19

Discussions on Boardman's Sub Committee and Report New York 61 3439 (E10849/951/31) The discussion has been conducted - Sub Committee and on a telephone very favorable to the fact the majority of members showing themselves deliberately ill to all part inconsistent with Jewish claims. Give further comments.

Last Paper.

10842

(Minutes.)

References.

Dr. Beith
Nov. 20
(BEITH)

(Print.)

Interesting

[Signature]

22.11

(How disposed of.)

8, Whitham, 80.

M. 1.3a.

M. 0.4

Admby

G. M.

Nov 20

Midnight

24.11

Sin O Sargent: - 2 papers

[Signature]
Nov 21

(Action completed.)

[Signature] 2/12

(Index.)

[Signature] 2/12/48

Next Paper.

E10882

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Reference:-

FO 371 / 61888

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Cypher/OTP

WORLD ORGANISATION DISTRIBUTION

FROM NEW YORK TO FOREIGN OFFICE

(From United Kingdom Delegation to United Nations)

No. 3440.

D. 5.15. p.m. 18th November 1947.

18th November 1947.

R. 9.23. p.m. 18th November 1947.

Repeated to Jerusalem,
Washington, Saving.

GIANT

My telegram No. 3439.

Discussions on boundaries have throughout been conducted in Sub-Committee One in an atmosphere very favourable to the Jews, the majority of members showing themselves deliberately blind to all facts inconsistent with Jewish claims. The chairman and Rapporteur in particular have taken little trouble to conceal their partiality and have manipulated procedure so as to facilitate acceptance of the Agency's wishes. The South African and Canadian delegates have not taken any active part in the discussions, the United States representatives have been half-hearted and vacillating in their professed attempt to obtain a fairer partition for the Arabs and only Lisicky has had the temerity resolutely to challenge the Jews. The United Kingdom representative has had constantly to be on guard against attempts by the chairman to associate him with decisions on particular points and has throughout been in the galling position of having to listen to Shertok putting forward most one-sided arguments without being able to do more than to curb him by occasional correction of gross mis-statements of fact. Paradoxically, if it had been politically possible for the United Kingdom representative to counter the Jewish Agency's arguments, he would have been the target for violent attack not so much of the Jews but of Arab delegates who, in order to ensure its rejection, are anxious to see emerge from Sub-Committee One a scheme patently far more unfair to the Arabs of Palestine than that of UNSCOP and who, for this reason, are inclined as it is, to be critical of the efforts made by the United Kingdom representative to place the correct facts before the Sub-Committee. The lenient attitude of the Sub-Committee towards the Jewish Agency which persists despite exposure on more than one occasion of mis-statement and mis-representation of facts, has stimulated their confidence in favourable results and encouraged them to seek more and more concessions.

Foreign Office please pass to Jerusalem as my telegram No. 200.

[Copy sent to Cypher Section Colonial Office for repetition to Jerusalem.]

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345

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10883

127

1947

PALESTINE

20 NOV

Registry Number

E10883/957/31

TELEGRAM FROM

A. K. Nel

No.

New York

Dated

3447

Received

in Registry

19 NOV

20 -

Proposals by Working Group on Implementation
Report New York 61 3423 (E10777/957/31) transmitted
but of no account to date contained in 61
under ref.

Last Paper.

10882

References.

(Print.)

(How disposed of.)

S. Walsman. 60

M. 1-39.

M. 04

Adm. 1/1

2. 1/1

✓ Nov. 20

Tel. New York

4025
21 Nov

(Action completed.)

(Index.)

10/20/48

10/20/48

Next Paper.

10884

(Minutes.)

We have been asked for an
urgent reply. I submit a
draft tel., in which Co. Comm.
I gather that Mr Burrows has
provisionally cleared the line
with the M. of Defence

J. I. Smith
Nov. 21
(BEITH)

Mr. Smith

21.11

Sir O. Burrows

JB Nov. 25

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Reference:-

FO 371 / 61888

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10883

128

20 NOV

En Clair

WORLD ORGANISATION DISTRIBUTION

FROM NEW YORK TO FOREIGN OFFICE

(From United Kingdom Delegation to United Nations)

No. 3447
19th November, 1947.

D. 9.33 p.m. 19th November, 1947.

R. 2.50 p.m. 19th November, 1947.

Repeated to Jerusalem and Saving to Washington.

IMMEDIATE

GIANT

Following amendments to text contained in my telegram No. 3423 were adopted at last night's meeting of Palestine Sub-Committee One: Section A 2. Add the following paragraph at the end: "The mandatory power shall use its best endeavour to ensure that an area situated in the territory of the Jewish State including a seaport and hinterland adequate to provide facilities for a substantial immigration shall be evacuated at the earliest possible date and in any event not later than 1st February 1948".

Section B.4. Delete the second paragraph beginning "If the two provisional councils....." and insert the words "with respect to that state" before the words "as the Security Council may deem proper" in the third paragraph.

Section 5. Delete the second paragraph beginning "the monthly rate of 6259.....".

Section 9. Delete the fourth paragraph beginning "Similarly, residents of either state.....".

Foreign Office please pass to Jerusalem as my telegram No. 203.

[Copy sent to Colonial Office for repetition to Jerusalem].

CCQ

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Reference: FO 371 / 61888

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Registry
No. E10883/951/31

Top Secret.
Secret.
Confidential.
Restricted.
Open.

Draft. Tel.

UN Del.

N-York

4025

Nov 21

Cypher

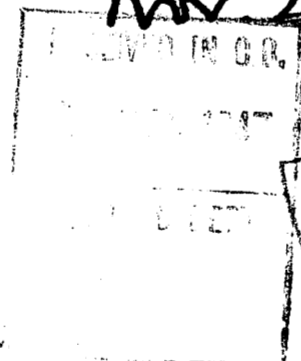
World org.

distn.

by reference
Co. Concur

Mr. Beins

Nov 21



S25

NOTHING TO BE WRITTEN IN THIS MARGIN.

Wt. 48698-114 200m 2/47 C.S.S. Gp. 620

OUT FILE CYPHER

129

MOST IMMEDIATE

GIANT

CONFIDENTIAL

Your tels. Nos. 3447 and 3473
[of Nov. 19 & 20 : Palestine]

British representative
should say, if questioned
further, that the detailed
plans for the withdrawal
of the British administration
and forces from Palestine
have not yet been completed.

H.M.G. have noted the
amendment
Sub-Committee's recommendation
to Section A.2.
but cannot commit
themselves in any
way in regard to it
~~administration~~ pending

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Reference: FO 371 / 61888

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pending the completion
of the withdrawal plan.

Woozi.

130

NOTHING TO BE WRITTEN IN THIS MARGIN.

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1	2	3	4	5	6

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Reference:-
FO 371 / 61888

131

Confidential.

CYPHER/OTP

WORLD ORGANISATION DISTRIBUTION

FROM FOREIGN OFFICE TO NEW YORK

(To United Kingdom Delegation to the United Nations)

No. 4,025.

D: 6.30 p.m. 21st November, 1947.

21st November, 1947.

MOST IMMEDIATE

GIANT

CONFIDENTIAL

Your telegrams Nos. 3447 and 3473 [of November 19th and 20th: Palestine].

British representative should say, if questioned further, that the detailed plans for the withdrawal of the British administration and forces from Palestine have not yet been completed. His Majesty's Government have noted the Sub-Committee's amendment to Section A.2 but cannot commit themselves in any way in regard to it pending the completion of the withdrawal plan.

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Reference:-

FO 371 / 61888

246

E

E 10884

132

1947

PALESTINE

19 NOV

Registry
Number

E 10884/957/31

TELEGRAM FROM

U.S.A.

No.

New York

Dated

3/11/49

Received
in Registry

19/11/49

20 -

Pol. Pres. Sub Committee

Re: 4011 3980 (E 10876/957/31) There is no news
 of progress by the Sub Committee for constitution.
 The vote was still suspended. Pending not
 but 16 negative votes. Small has declined
 not to include a resolution by
 Saturday.

known daily following of articles draft of proposed
 resolution

Last Paper.

10883

(Minutes.)

See E 10886

References.

usual distn. given

Mr. 20
 H. S. Benit

(Print.)

(How disposed of.)

8, Buchanan 60

M. I. 3a

M 104

Adm. 4

A. M.

Nov 20

(on E 10883)

(Action
completed.)

J. E. M. 4/11

(Ind.)

2/11/48

Next Paper.

10885

Wt. 24772/717 17895 10/38 F.O.P.

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Reference:-

FO 371 / 61888

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Cypher/OTP

WORLD ORGANISATION DISTRIBUTION.

FROM NEW YORK TO FOREIGN OFFICE.

(From United Kingdom Delegation to United Nations)

No. 3449. D. 12.10 p.m. 19th November, 1947.
19th November, 1947. R. 5.33 p.m. 19th November, 1947.

Repeated to Washington and Jerusalem.

MOST IMMEDIATE.
GIANT.

Your telegram No. 3980.

Palestine.

There is no news of progress by the sub-committee for conciliation. The constitutional proposals of Sub-Committee Two are substantially identical with those put forward by the Arab delegations in London last winter. It seems unlikely that they will receive much attention. For most delegations the issue has now been narrowed down to a vote for or against the partition plan emerging from Sub-Committee One.

2. The Arabs are still confident of securing not less than 16 negative votes. If the figure were 16, they would require 10 abstentions in order to prevent a two-thirds majority. Probable abstainers are Belgium, Luxembourg, France, China, the United Kingdom and Mexico. Greece which is not at present included in the Arab calculation of negative votes, will certainly not vote for partition.

3. The issue may thus depend on how many Latin-American States, in addition to Mexico, abstain from participating in the final vote. The Arabs assert that the United States Government are bringing influence to bear through diplomatic channels in the Latin-American capitals. Colour is lent to the Arab suspicion by the fact that some of these delegations have been considering whether the vote could be taken in secret. The rules of procedure do not provide for this.

4. Evatt has declared that he intends, by holding three meetings of the Ad Hoc Committee daily, to reach a conclusion by Saturday. It seems doubtful to us whether he can succeed, but we are faced with a determined effort to rush matters to a vote, and consequently we shall have little room for manoeuvre. In these circumstances it seems desirable to make the most explicit possible statement of our position in the Ad Hoc Committee very soon and preferably on Thursday the 20th November.

My immediately following telegram contains the draft of a statement for your approval or amendment.

Foreign Office please pass Most Immediate to Jerusalem as my telegram No. 204.

333

[Copy sent to Colonial Office for repetition to Jerusalem].

10384

20 NOV

1	2	3	4	5	6
1	2	3	4	5	6

Reference: FO 371 / 61888

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E

E 10885

134

1947

PALESTINE

19 NOV

Registry
Number

E10885/957/31

TELEGRAM FROM

U.N. Dept.

No.

New York

Dated

3455

Received
in Registry

19 Nov

20 -

Palatine Sub Committee Doc
Yesterday Sub Committee Doc completed its work
except on 3 points given a report of which there
had been discussions by US or Soviet claims
and which will be discussed again in Sub
Committee on Nov 19.

Last Paper.

10884

(Minutes.)

References.

P.A. 257X
U.N. (Pol.) Dept.

J. S. Beins
Nov. 20

(Print.)

(How disposed of.)

8, Whatchman. 80.

M-1-3a.

MOH

Admly

G.M.

Nov 20

(on E 10883)

(Action
completed.)

G.E. 25/11

(Index.)

2/2/46

Next Paper.

10886

Wt. 24772/717 17895 10/38 F.O.P.

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FO 371 / 61888

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10385

29 NOV

WORLD ORGANISATION
DISTRIBUTION.

En Clair

FROM NEW YORK TO FOREIGN OFFICE.

(From United Kingdom Delegation to United Nations)

No. 3455.

D. 3.15 p.m. 19th November, 1947.

19th November,

1947. R. 8.45 p.m. 19th November, 1947.

Repeated to Jerusalem and Saving Washington.

IMMEDIATE.

GIANT.

Yesterday Palestine Sub-Committee 1 completed its work except on following points in respect of which there had been reservations by United States or Soviet Union and which will be discussed again in Sub-Committee this afternoon:-

- (a) the organ of United Nations which is to administer special international régime for the City of Jerusalem. The majority of members had expressed preference for Trusteeship Council but Soviet representative asked for further time to consider the matter;
- (b) reservations of United States on three points in declaration of Economic Union;
- (c) the Negeb.

Foreign Office please pass Jerusalem Immediate as my telegram No. 208.

[Copy sent to Telegraph Section, Colonial Office for repetition to Jerusalem].

333



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FO 371 / 61888

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348

E

136

10386

PALESTINE

19 NOV

10/7

Registry
Number

E10886/951/31

TELEGRAM FROM

No.

New York.

Dated

3450

Received
in Registry

19.11.48

20 -

Proposed statement by Sir A. Cadogan
After New York tel 3449/951/31 transmits
text of proposed statement to be made
by Sir A. Cadogan.

Last Paper.

10885

References.

(Print.)

(How disposed of.)

8, Wakeran. 60

M.T. 3a.

M04

Adair

Q/M,

Nov 20

(on E 10883)

Tel) New York 4005

Rptd.) Washington 11985

20 Nov.

(Action
completed.)

L & M 24/11

(Index.)

28/11/48

Next Paper.

10887

(Minutes.)

Instructions have been sent
to Sir A. Cadogan amending
his draft statement (paras.
7, 8 & 9 in particular).
Usual distribution is
being carried out.

28 Dec
NW. 20

BAGS

2.4

In P.P. 7.0. Minute W. Burrows 19/11

JB NW. 25

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Reference:-

FO

371

61888

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Rptd.) Washington 11985

20 Nov.

✓ Nov. 24.

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FO 371 / 61888

Secretary of State

E

I attach advance copies
of two tets. from Sir A.

Cadogan who proposes to
make a statement on Palestine
to-morrow Nov. 20. The
statement in tel. No. 3450 is
generally on the right lines,
but parts of paras. 7 and 8
beg questions which are still
under discussion between us
and the Chiefs of Staff on
the tactics of withdrawal, and
we shall have to suggest
modifications of wording.

We must get our answer
off by about one o'clock
(lunch time) to-morrow,
and as you will not be
available before then we
would

3449
3450

*Please forward
to Mr. Secretary
West Colonial
Secy
W.M.*

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would hope that you would be prepared to give general approval to the draft statement now, subject to such changes as we may have to suggest in consultation with the Colonial Office and Ministry of Defence to-morrow morning.

Sir O. Sargent is not available. I have spoken to Mr Wright who agrees with the above.

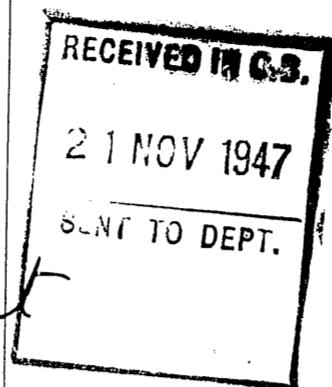
BAB Burrows

19.11

I attach a draft in which C.O. and Brig. Cornwall-Jones (on behalf of COS) concur.

BAB Burrows

20.11



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sent

Green 140

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Cypher/OTP.

WORLD ORGANISATION DISTRIBUTION.

FROM NEW YORK TO FOREIGN OFFICE.

(From United Kingdom Delegation to United Nations).

No. 3450.

D. 1.27 p.m. 19th November 1947.

19th November 1947. R. 7.55 p.m. 19th November 1947.

Repeated to: Jerusalem and
Washington.

MOST IMMEDIATE.

GIANT.

TOP SECRET.

10886

20 NOV

My immediately preceding telegram.

Following is text.

It is not for me to take part in the Committee's discussion of the merits of the proposals made by Sub-Committee I for the future Government of Palestine. We have hoped that the United Nations may be able to find a solution which we failed to find. What I must do is address myself to the part which is assigned to my Government in carrying out the Sub-Committee's proposals.

2. The limits within which my Government are prepared to participate in giving effect to any settlement which fails to win approval of both Arabs and Jews in Palestine were clearly defined by the Colonial Secretary in the statements which he made to this Committee on the 26th September. My Government have not since deviated and cannot deviate from the position which he announced at that early stage in the Committee's discussions, and my task now is simply to apply the general principles contained in the Colonial Secretary's statements to the specific proposals which are now before you. It will be remembered that these principles were (I) that His Majesty's Government could not play a major part in the implementation of a scheme that was not acceptable to both Arabs and Jews; (II) that they would however not wish to impede the implementation of a recommendation approved by the General Assembly.

3. Before doing so I should like to submit that the statements made on behalf of my Government on the 26th September introduced a new factor into the problem of applying in Palestine any solution recommended by the General Assembly. They have since

assumed



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assumed that the Assembly, in drawing up its proposals, would take full account of the risk of strife in Palestine and of the need to provide means of filling the gap in the process of enforcement left by the decision of the present mandatory power that its troops could not be used as the instrument of the United Nations for this purpose. I hope that that assumption was well-founded, but I feel bound, lest there be any misunderstanding, to make clear the extent to which the rôle assigned to my Government by Sub-Committee I is compatible, and beyond which it is not compatible, with the declared intentions of my Government. It will then be for the Committee to decide to what extent these proposals are successful in meeting the problem of enforcement as it will exist in Palestine during the coming months. I shall deal with the problem in accordance with the chronological order of the steps proposed by the Sub-Committee.

4. In part I of their report paragraph A.4, the Sub-Committee have defined the period of transition as the period between the adoption of recommendations by the General Assembly and the establishment of independent Arab and Jewish states. Thus the period of transition may begin in a few days' time. It follows that at the outset my Government will still hold the mandate for Palestine, and will still be responsible for discharging the obligations laid upon them by the mandate. The Sub-Committee nevertheless propose in paragraph B.2 of part I, that "the administration of Palestine during the transitional period shall be entrusted to the Commission". I am sure there is no need for me to labour the argument that no better way could be found of creating confusion and disorder in Palestine than to establish an authority which would operate concurrently with the existing mandatory administration. Even in a stable political situation confusion of authority is dangerous. In Palestine it would obviously have dangerous consequences. I am therefore instructed to leave the Committee in no doubt that, so long as my Government continue to hold the mandate for Palestine, they must insist upon their undivided control of that country.

5. Having said that, I should at once make it no less clear that my Government are disposed to relinquish the mandate at a very early date. In determining this date, they will certainly give proper consideration to such arrangements as may have been made by the United Nations for the establishment of a provisional régime to succeed the mandate. At the same time I am sure the Committee will agree that there is no reasonable basis for the suggestion that my Government must await the approval of the Security Council before exercising their right to lay down a mandate which has proved to be unworkable and of which they desire to divest themselves as rapidly as possible.

/ 6. With

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6. With reference to the termination of the mandate, it is provided in paragraph B.13 of part I of the report that "there shall be a progressive transfer from the mandatory power to the provisional Councils of Government and the Joint Economic Board respectively, of responsibility for all the functions of Government".

7. As I have just said the mandatory power must retain its full authority until the moment at which the mandate is brought to an end. Consequently the transfer of the functions to Government cannot be progressive or piecemeal. The transfer of responsibility for civil administration must be effected in one operation.

8. I turn now to the situation which will exist in Palestine at the moment when the mandate is laid down. British civil administration will then cease to operate throughout the country and no British authority will remain except a military authority for limited purposes within certain specified areas of which our troops are still in effective occupation. In the remainder of the country the United Nations Commission will be free to carry out the recommendations of the General Assembly. If the Commission should desire to consult the remaining British authorities in Palestine or my Government in London, we shall naturally provide information and, if we are asked for it, advice to the best of our ability.

9. The Commission will of course be interested not only in the areas from which British troops have been withdrawn, but also in the zones where they still remain. My Government do not desire to preclude the Commission from operating in military zones. But I am instructed to state that within these limited areas the paramount concern of the British military authorities will be to expedite their own withdrawal from that country. If only for that purpose alone, our forces might have to take action for the maintenance of order, prevention of sabotage etc., and they would not be able to permit activity in the zones of a nature calculated to provoke disorder and so to delay British withdrawal. They will in no circumstances allow their forces to be used for the attainment of any other purpose. It is our object, one that I think will meet with general approval, to withdraw the last British forces from Palestine as speedily as possible. Here again we see no reason to await the approval of the Security Council, as is suggested in paragraph A part I of the document before us. If the object of this provision is to ensure that there would be no delay in our departure, then I can assure the members of the Sub-Committee that their motive is identical with that of my Government. We shall move as quickly as is practicable. What we fear is the possibility that, if other parties must participate in determining the date of our departure,

there

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(13556) Wt. 43697-140 100m 347 G.S.St. Gp 620

Registry
No.

Top Secret
Secret.
Confidential.
Restricted.
Open.

Draft. B.A.B.B.
New York.

(UK Del)

Telegram.

No. 4005
(Date) 1 NOV 20 1947

Repeat to :—

Washington 11985
Jerusalem 44001

RECEIVED IN C.D.
21 NOV 1947
SENT TO DEPT.

EXXOXOX.
Cypher.

Distribution :—

World Organisation

Copies to :—

OUT FILE

CYPHER

November 1947

Despatched

M.

MOST IMMEDIATE

SECRET

Your telegram No. 3450 [of November
19th: Palestine].

I approve general lines of your proposed
statement, subject to amendments set out
below. Decisions on various points governing
the tactics of withdrawal have not yet been
taken here, but are still under most
urgent consideration. It is not possible,
therefore, at this stage to commit ourselves
to the definite arrangements suggested
particularly in paragraphs 7, 8 and 9 of your
telegram. For your own information, the
chief point at issue is the manner in which
the abandonment of civil administration
will be fitted in with the military plans.
The principle stated in paragraph 7 of your
telegram has not yet been generally accepted
here. It is unlikely that we can give you
detailed guidance on these points for several
days.

2. It has not been possible in the very
limited time available to prepare a statement
for inclusion in your paragraph 9, explaining
the length of time needed for withdrawal.
There may even be some disadvantage in laying
ourselves open to detailed argument on this
subject/

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Reference: FO 371 / 61888

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subject. If you still urgently require some background on this point, please let us know.

3. Suggested amendments are as follows:-

(a) At the beginning of paragraph 5, for "are disposed" read "have every right".

(b) Delete paragraph 7 and substitute:

"The transfer of authority by the Palestine Government directly to councils of government or any other local representatives under a scheme of partition would in practice amount to the implementation of this scheme by H.M.G. in the United Kingdom, which, failing Arab-Jewish agreement, they are not prepared to undertake. If a scheme of partition were approved and a United Nations commission set up, as proposed in the sub-committee's report, it would be to this commission that the Palestine Government would, when the time came, hand over its authority. The commission could then transfer authority to whatever local bodies they chose".

(c) Delete paragraph 8 and first three sentences of paragraph 9, and substitute:

"After authority has been handed over to the United Nations commission, there would still be zones in which British troops would remain pending final withdrawal. Within these zones, the paramount concern of the British authorities will be to expedite their own withdrawal from the country. If only for that purpose alone . . .", continuing as in your paragraph 9.

(d) Delete first three sentences of paragraph 10 and substitute:

"To/

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3148 Wt. 26469/137 50m 9/46 (51) F&S.

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"To summarise this statement of my Government's intentions, they will in due course announce a date upon which the British civil administration will be considered at an end. After that date, apart from those British authorities who will be exercising strictly limited functions in certain areas, there will be no regularly constituted authority unless the United Nations can fill the gap. It is for the committee to recommend . . .", continuing as in your paragraph 10.

nrhs

20.11

*(Approved in absence of Sir S
and of Sir O Sargent)*

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FO 371 / 61888

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Secret
Cypher/OTP

WORLD ORGANISATION DISTRIBUTION

FROM FOREIGN OFFICE TO NEW YORK

(To United Kingdom Delegation to the United Nations)

No. 4005

20th November, 1947. D. 2. 22 p.m. 20th November, 1947.

Repeated to Washington No. 11985
Jerusalem

MOST IMMEDIATE
SECRET

Your telegram No. 3450 [of November 19th: Palestine].

I approve general lines of your proposed statement, subject to amendments set out below. Decisions on various points governing the tactics of withdrawal have not yet been taken here, but are still under most urgent consideration. It is not possible, therefore, at this stage to commit ourselves to the definite arrangements suggested in paragraphs 7, 8 and 9 of your telegram. For your own information, the chief point at issue is the manner in which the abandonment of civil administration will be fitted in with the military plans. The principle stated in paragraph 7 of your telegram has not yet been generally accepted here. It is unlikely that we can give you detailed guidance on these points for several days.

2. It has not been possible in the very limited time available to prepare a statement for inclusion in your paragraph 9, explaining the length of time needed for withdrawal. There may even be some disadvantage in laying ourselves open to detailed argument on this subject. If you still urgently require some background on this point, please let us know.

3. Suggested amendments are as follows:-

(a) At the beginning of paragraph 5, for "are disposed" read "have every right".

(b) Delete paragraph 7 and substitute:

"The transfer of authority by the Palestine Government directly to councils of government or any other local representatives under a scheme of partition would in practice amount to the implementation of this scheme by His Majesty's Government in the United Kingdom, which, failing Arab-Jewish agreement, they are not prepared to

/ undertake.

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Reference: **FO 371 / 61888**

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undertake. If a scheme of partition were approved and a United Nations commission set up, as proposed in the sub-committee's report, it would be to this commission that the Palestine Government would, when the time came, hand over its authority. The commission could then transfer authority to whatever local bodies they chose".

(c) Delete paragraph 8 and first three sentences of paragraph 9, and substitute:

"After authority has been handed over to the United Nations commission, there would still be zones in which British troops would remain pending final withdrawal. Within these zones, the paramount concern of the British authorities will be to expedite their own withdrawal from the country. If only for that purpose alone . . .", continuing as in your paragraph 9.

(d) Delete first three sentences of paragraph 10 and substitute:

"To summarise this statement of my Government's intentions, they will in due course announce a date upon which the British civil administration will be considered at an end. After that date, apart from those British authorities who will be exercising strictly limited functions in certain areas, there will be no regularly constituted authority unless the United Nations can fill the gap. It is for the committee to recommend . . .", continuing as in your paragraph 10.

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"reserve the right to decide whether they
"should participate with others in
"implementing such a scheme".

£ JB Nov. 10

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(To United Kingdom Delegation to the United Nations)

D.6.53p.m. 20th November, 1947.

D.6.53p.m. 20th November, 1947.

Repeated to Washington No. 11998
Jerusalem

MOST IMMEDIATE

SECRET

GIANT

My telegram No. 4005 [of 20th November:
Palestine].

In addition to points mentioned in my telegram under reference, it seems dangerous to say in paragraph 2 of your telegram No. 3450 that His Majesty's Government "could not play a major part in the implementation of a scheme that was not acceptable to both Arabs and Jews". This summary of Colonial Secretary's statement might be taken to imply that we were in all circumstances prepared to play a minor part, which is not the case. I suggest that phrase should read: "that His Majesty's Government would not themselves implement a scheme that was not acceptable to both Arabs and Jews and reserve the right to decide whether they should participate with others in implementing such a scheme".

///

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10887

19 NOV 1952

1947

PALESTINE

Registry
Number

E10887/451/31.

TELEGRAM FROM

U.K. Del

No.

New York.

Dated

3451

Received

in Registry

19 Nov

20 -

Palatins withdrawn! Legal Points
 R/A New York #1 3450 (E10886/951/31) i Beckhoff
 to Mr Robert Wray (Legal Office) transmitt
 but of certain legal points which Mr Beckhoff
 would like the views of Mr Robert Wray
 so the withdrawal from Palatins.

Last Paper.

10886

(Minutes.)

Mr Roberts - Wray's reply
 has been sent off
 Bmr. 20

References.

(Print.)

(How disposed of.)

- 8, Moulthear CO
 M.1.3a.
 M2/4
 Admty
 QM.
 Nov. 20
 (on E10883)
 Tel) New York #1013
 20 Nov.

(Action
completed.)

E10887/451/31

(Ex.)

10/16/48

Next Paper.

10888

Wt. 24772/717 17855 10/38 F.O.P.

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WORLD ORGANISATION DISTRIBUTION

FROM NEW YORK TO FOREIGN OFFICE.

(From United Kingdom Delegation to United Nations)

No. 3451

19th November, 1947.

D: 2.56 p.m. 19th November, 1947

R: 8.48 p.m. 19th November, 1947.

LOST IMMEDIATE.

My telegram No. 3450.

Palestine.

Following from Beckett for Roberts-Wray Colonial Office.

It would be very helpful if I could have your views on certain legal points. I understand the views of His Majesty's Government to be that at a certain date His Majesty's Government will relinquish the mandate and hand over the administration of Palestine to the United Nations Commission. Thereafter there will be no British Civil Administration in Palestine at all and the Palestine Order in Council, which provides for a civil administration under the mandate, will cease to be operative, except in so far as the United Nations Commission maintain it temporarily. It cannot be the basis of the United Kingdom military authority in occupied zones.

2. Nevertheless there will be certain areas where we have troops. In these areas as I see it our troops will be in the position of an army of occupation which has a certain definite military role to fulfil, namely the withdrawal of the forces and their stores. In these areas the G.O.C. will exercise by martial and military law those powers which an army of occupation in foreign territory always has. That is to say the G.O.C. can issue such orders as are necessary to ensure the completion without interference of his military task. His orders will be limited to what is necessary for this purpose but will override any other laws and ordinances. For the purposes of fulfilling his military task the G.O.C. can inter alia issue such orders as he thinks necessary for the preservation of such order and for the maintenance of such communications as are necessary.



/3.

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3. The United Nations Commission as the Government of Palestine can exercise authority in the areas occupied by our forces to the extent which is not incompatible with the military requirements of the British G.O.C.

4. In short the analogy is that of an army in occupation of foreign territory which has a government of its own. It seems to me it may be desirable for us to be able to state reasonably clearly the main legal principles on which we propose to act, and in particular that the principles which we do state should not be such that they can be represented as being self contradictory. I am afraid that we shall appear to be self contradictory unless we make it clear that the basis of our reserved powers in our military areas is that of an army of occupation. The powers of an army of occupation are pretty elastic.

5. Sir A Cadogan has seen this telegram.

[Copy sent to Roberts-Wray Colonial Office].

. A A A A

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Reference:-

FO 371 / 61888

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Registry
No. E10887/951/31

CYPHER

OUT FILE

Date 20/11/55

Despatch 708/

Draft

~~CYPHER~~ TELEGRAM

Sir A. Cadogan,
New York.

No 4013
Date Nov. 20
Cypher

World org.
distn.

RECEIVED
20/11/55
7/12/55

MOST IMMEDIATE
CONFIDENTIAL
GIANT.

Your telegram No. 3451. [of Nov. 19:
Palestine]
Following for Beckett from

Roberts-Wray, Colonial Office. Begins.

On termination of British authority
in Palestine we propose to revoke such
parts of Order in Council and other
legislation as provide for the Government
of Palestine and impose duties and confer
functions on British authorities, but to
leave in force those parts which form
part of the ordinary law of Palestine.
I agree with you that the military force
remaining should be put into the position
of an army of occupation of foreign
territory, but I do not feel certain that
all the powers the army may need will be
exercisable by an army not occupying enemy
territory. It seems to me desirable that
the United Nations Commission should
expressly agree that army shall have those

/powers

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powers so far as necessary to effect
safe withdrawal and give necessary
legislative authority for their exercise.
We have considered as an alternative
the possibility of conferring the
necessary powers on them by legislation
before we give up jurisdiction, and we
might have to fall back on this, though
of course the United Nations Commission
could abrogate it unless they had agreed
not to. We have in mind an Act of
Parliament to deal with various matters
and this might if necessary confer
indemnity on troops which would, of
course, only be effective in British
Courts. Ends.

JB mv. 20

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END

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E 10887/951/31

Cypher/OTF

WORLD ORGANISATION DISTRIBUTION

FROM FOREIGN OFFICE TO NEW YORK

(To United Kingdom Delegation to United Nations)

No. 4013
20th November, 1947

D. 7.40 p.m. 20th November, 1947

MOST IMMEDIATE

CONFIDENTIAL

GIANT

Your telegram No. 3451 [of 19th November: Palestine].

Following for Beckett from Roberts-Wray, Colonial Office.

[Begins]

On termination of British authority in Palestine we propose to revoke such parts of Order in Council and other legislation as provide for the Government of Palestine and impose duties and confer functions on British authorities, but to leave in force those parts which form part of the ordinary law of Palestine. I agree with you that the military force remaining should be put into the position of an army of occupation of foreign territory, but I do not feel certain that all the powers the army may need will be exercisable by an army not occupying enemy territory. It seems to me desirable that the United Nations Commission should expressly agree that army shall have those powers so far as necessary to effect safe withdrawal and give necessary legislative authority for their exercise. We have considered as an alternative the possibility of conferring the necessary powers on them by legislation before we give up jurisdiction, and we might have to fall back on this, though of course the United Nations Commission could abrogate it unless they had agreed not to. We have in mind an Act of Parliament to deal with various matters and this might if necessary confer indemnity on troops which would, of course, only be effective in British Courts. [Ends].

ddddddd

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Reference:-

FO

371

61888

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